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ABSTRACT

The 20-year history of Monroe County Community College (MCCC) is traced in this publication. After an introduction to the methods employed in developing the portrait of the college, chapter 1 discusses MCCC's beginnings. This chapter reviews the background to the expansion of community college education across the nation, the state and local factors involved in the expanding two-year college movement, and the pattern of events leading to the vote from the citizens of Monroe County in 1964 to establish a college. Chapter 2 highlights the role played by the local community in developing a study of the possibilities for creating a community college and in marshalling an effective campaign to gain voter approval for the project. Chapter 3 addresses the problems involved in building the campus, including applying for government aid, formulating a budget, levying taxes, obtaining a site for the campus, and selecting a president. Drawing from a survey of MCCC employees conducted to gain a sense of major trends, chapter 4 discusses the principle issues faced in the creation of the college and the changes in the college's clientele and priorities. Chapter 5 outlines the process by which the first and only president of MCCC was selected and emphasizes the critical importance of leadership in building a college. (HB)

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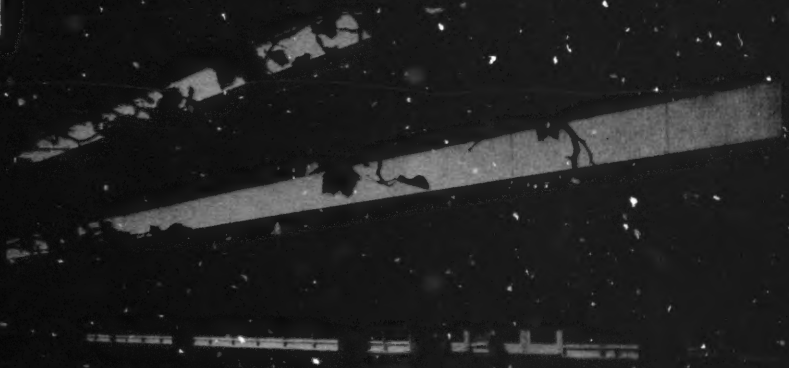

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Monroe County Community College

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OPPORTUNITY
THE FIRST TWENTY YEARS

Monroe County Community College
1964 – 1984

by
James E. DeVries

OPPORTUNITY
THE FIRST TWENTY YEARS

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Manufactured in the United States of America.

To Sharon for her understanding

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FOREWORD

Several states have recently completed studies of their forthcoming needs for opportunity for higher education. In almost all of these reports, the establishment of community junior colleges is suggested as one part of the solution of the problem of rapidly rising college enrollments. It seems likely, therefore, that the next few years will see a rapid increase in the number of junior colleges, the number of their students, and the number of their instructors.

James W. Thornton, Jr, The Community Junior College *(New York: John Wiley and Sons, 1960)*

Dr. DeVries was asked to research and publish a monograph commemorating "Celebrating 20 Years," a week-long event to be held in October of 1984. A published historian and a long-time member of the faculty, I believe he has captured the essence of the planning, hard work, and cooperation that went into the establishment of Monroe County Community College.

Researching and writing current history is a difficult task. It will be apparent to the readers who might have been personally involved in the many facets of the development of the institution that as objective a view as possible has been presented by the author.

A well-documented portrayal of the first twenty years, although local in nature, nonetheless, portrays a microcosm of the Community Junior College Movement of the '60s.

As one who had an opportunity to participate in this historic enterprise, I believe it will be of benefit to the citizens of Monroe County as they look back on the history of "their College."

Ronald Campbell, President
Monroe County Community College
1984

INTRODUCTION

In the small theater of investigation, integrated treatment of cultural, social, economic, political, and ideological causations may be more satisfactory than in larger ones.

Whitney R. Cross, The Burned-Over District *(Ithaca, N.Y.: Cornell University Press, 1950)*

As my assignment during the six week mini-semester in the Spring of 1984, I accepted the project of researching and writing a twenty-year history of Monroe County Community College. Actually, the process involved nearly ten weeks of non-stop attention and labor. The result, I hope, is an interpretation which captures the essence of the institution. I have deliberately avoided putting together the traditional "and this was the first Board" and "these were our first classrooms" anniversary treatment.

Instead, an encompassing thesis, "Opportunity," is used to develop five themes which were pivotal in the institution's past. The first three chapters, Beginnings, Survey and Enactment, and Building a Campus utilize traditional historical methods and view in detail the flow of events. There is a considerable "record" of doings involving the College. The Learning Resource Center has a considerable archive of newspaper clippings and institutionally generated sources. Most interesting in this regard is the manner in which various news items can supplement and flesh-out the College Board Meeting Minutes. Interviews with two original trustees and the president of the College provided not only important data but established an appropriate ambience for writing.

The conceptualization and recording of chapter IV, "Creating a College," required a major shift in focus and methodology. I sent memos to every employee of Monroe County Community College. They were asked to reflect on major changes in their area, to indicate their professional attainments and memberships, and their community involvements. In this manner, I tried to make sense of the

"reams of information" in the archives and to establish a fair measure of accuracy. Despite the many excellent responses, this portion proved the most difficult to put together. Choosing what *not* to include was the most arduous task. Consequently, there is not much of the detailed analysis that characterizes the earlier chapters. To be sure, to have maintained the earlier approach would most likely have tripled the size of this monograph. Hopefully, the "broad strokes" capture the way in which the College gained credibility.

The last chapter, "Leadership," reflects my view of the importance of Ronald Campbell in the success of Monroe County Community College. In these pages, I returned to a more traditional methodology. This was the "easiest" part of the book to write.

There are many pros and cons relative to an employee of an institution interpreting its recent past. On the negative side, questions arise regarding "objectivity," "nearness in time," and the selection and availability of sources. Certainly, these are all important factors. Nonetheless, there are many positive reasons for pursuing the project. First, only those who are connected with an institution are usually available for compiling a chronicle. Second, despite the "vested interest," a member of the staff has a grasp of procedural and group subtleties that would escape an outsider. Finally, the actual "generators of records and actions," the participants themselves are available for comment and correction.

I have deliberately cast the experience of Monroe County Community College in a national context. Its recent past reflects in microcosm the structures, forces and processes operating on a country-wide level during the last twenty years. I believe that the following interpretation is "fair" and "reasonable." I take responsibility for all errors but am confident that it will withstand the test of time.

There are always many I.O.U.s in these endeavors. I would like to thank all those staff members who responded so quickly and graciously in sending back the memos. Their input was crucial in the compiling of this history. I also owe a great deal to Delton Osborn and Fred Gruber, two original Board members, for helping me gain a "feel" for those early years. The cooperation of the Monroe County Historical Museum in sharing its archive of *Monroe Evening News* photos of College-related activities in the 1960s is also appreciated. The continued suggestions and encouragement from Ron Campbell and Gerald Welch were also necessary ingredients. The careful editorial attention of Bob Merkel, John Holladay, David Moore, Mary Welch, and Susan Anderson gave me confidence in

the project. Chris Sims' superb word-processing helped speed the monograph along. Finally, the opportunity the administration provided to write the history, free from all other duties, was a necessary part.

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BEGINNINGS

In the words of Dr. Raymond Young, Director of the Citizens' Survey: "Never have I seen a need so great for education beyond the high school level than exists in Monroe County."

Lewis McClure, "Group Works Five Years - Community College Series," *Monroe Evening News*, 10 June 1964.

How does an institution originate? A cursory look back to the organization of Monroe County Community College in 1964 would appear to provide a simple and easily discerned answer to this question. On June 29, 1964, the citizens of Monroe County voted by a nearly two to one margin to establish a community college district.[1] A careful review of the events which led to the inauguration of our college, however, reveals a web of complexity involving the interplay of national, state, and local forces.

On a national level, the biggest dilemma in the 1950s facing higher education was absorbing into the classroom the vast increase in the number of people who desired college training. Returning veterans from both World War II and Korea and thousands of children of the "affluent society" sought to enhance their life chances by continuing their education beyond the high school. The college campuses were swamped by these new demands, and the biggest question facing those who applied for admission was would they be accepted? Even then, matriculation was no guarantee of success. The widely publicized and ever-present problem of incoming freshman was the large "washout" rate. It was not unusual for as much as thirty percent of each class to fail out after the first year. The demographic reality that the "baby boom" generation would be reaching college age in the sixties, when added to the foregoing problems, spelled a crisis of staggering proportions for higher education in America. As matters stood in the early fifties, there were simply not enough institutions to cope with either current or projected demand.

A number of states across the nation responded to this problem by pumping funds into "junior" college systems. The community college movement during these years gained great impetus particularly in New York, California, Illinois and Michigan.[2] The development of Monroe County Community College was certainly part of a country-wide trend, and it should be understood within this context. Michigan Act 188 of the Public Acts of 1955 gave statutory authority to districts to operate community colleges. Under this basic legislation Monroe County Community College and seventeen other two-year institutions were created in the State between 1956 and 1967.

The national and state outlines of the crunch in higher education are readily grasped for this time period, but it is much more difficult to understand why Monroe County eventually became the location of a two-year institution. A careful review of county history reveals one fundamental fact: Monroe County Community College did not emerge as a result of the natural outgrowth of sustained support for higher learning from its constituency. While education was an important priority of Monroe County citizens from an early date, a tradition of higher education in the community did not exist. Although there were two earlier attempts at establishing colleges in the area, neither was lasting. In 1817 Reverend John Monteith and Father Gabriel Richard attempted to plant a branch of the "Catholepistemiad or University of Michigania" in Monroe, but people "showed little interest."[3] More successful was St. Mary College (later Marygrove) which had its beginnings locally in 1899. Demographic considerations, however, led to the building of a campus in Detroit and the relocation of the institution there in 1927.[4] In any event, except for the brief interlude of St. Mary College, all area residents pursuing college training had to do so outside of county confines for our entire history.

What is clear is that a small but influential group of community leaders were very much aware of trends in higher education in the 1950s. It is likely that the "seeds" of Monroe County Community College were planted by these people in response to the passage of the State's "community college" legislation of 1955. Significantly, influential women were the first to show an "organized" concern about higher education in the community. Most projects of this sort—community in nature—are begun by women. It is they who initially identify a need and then interface with the local power structure to "encourage" things along. Until recently, men have

been the most visible officeholders and power-brokers in the community; and the important role of women in this arena has all but been ignored. A close perusal of non-traditional sources such as women's club records reveals the prominent but largely hidden role of the distaff side in community affairs.

In any event, the first instance of record of local interest in the first two years of college was a resolution adopted by the Monroe Business and Professional Women's Club at their April 13, 1955, meeting. The measure indicated a concern with the preventive "costs of attending" college and proposed that young people would be able to pursue a college education "if the first two years were offered locally." It was also suggested that the "community would be improved by an increase in the educational opportunities offered its citizens." Finally, there was a demand that the community "provide, as soon as possible, college facilities at first and second year levels for students who qualify." Copies of their resolution were sent to the Board of Education of the City of Monroe, the Monroe City Commission, the Monroe County Board of Education, and the Monroe County Board of Supervisors.[5] There were no tangible results from this initial foray.

Despite community "interest," the State of Michigan was the focal agency of concern and development of community colleges between 1955 and 1960. During this time period, Michigan was sensitive to the increasing demands of its citizens for access to higher education and moved toward a solution. Both the governor and the legislature had commissioned studies on this state-wide problem between 1956 and 1958, and their early findings indicated that the formation of a number of new two-year institutions promised to provide part of the answer.[6]

On a local level, Mr. Isaac Grove, Monroe County Superintendent of Schools, was *the* pivotal figure in the early developmental stages of the community college idea in Monroe County.[7] As a consequence of his county-wide educational position, the Michigan Department of Public Instruction kept Mr. Grove informed as reports were issued; and in 1958, he was asked to participate in the planning for a study of community college needs in the Southeastern Metropolitan area.[8]

Grove's awareness of the 1957 Martorana Report of the legislative study, which indicated the need for a community college in Monroe County, and his continued involvement in the "study" process were certainly important factors in his decision to "feel-out" some

Monroe leaders on the question.[9] On March 16, 1958, he called a meeting with a selected group of Monroe citizens at the Monroe County Library to discuss the formation of a local college. At that gathering, Grove stated that the various school superintendents had given "thought to the need for a local college and recommended that one be established" although no written record had been kept. Grove's guest, Dr. Dorr, of the University of Michigan, outlined the procedure to be followed in establishing a college and indicated that either his institution or Wayne State University would furnish resource persons to assist in the process. The individuals who attended the meeting showed "considerable interest in the idea," but no real progress was made toward founding an institution of higher learning for several years. Mrs. Marian Childs, who kept minutes of the meeting, was confused, in retrospect, as to why the group did not meet again.[10] The explanation most likely rests with the fact that the State had not yet prepared the groundwork for college development in Monroe—the "time" was not yet right to move forward substantively on the issue. Mr. Grove, however, had discovered that community leaders would give the project their whole-hearted support.

The State's persistent efforts at getting the community college movement "off the ground" sparked the interest of the Greater Monroe Chamber of Commerce in 1958. In that year the results of the legislature's Martorana Study were released. For Monroe the statistics were dismal: although the county ranked 14th in per capita income, for the academic year 1955–56, it was 79th out of the 83 counties in Michigan in the rate of high school graduates continuing with their education. Only 11.5 percent of Monroe's eligible youth were attending college. This was far below the rate in the other six counties in Southeastern Michigan. The alarming results of this "survey were discussed by the Chamber's Education Committee, and this group "decided to" study possible solutions to the problem." Initially, the Education Committee, headed by Dr. Bernard Sisman, surveyed the seniors in all county high schools with the standard questionnaire prepared by the U.S. Chamber of Commerce. Unfortunately, the results of this endeavor have not survived, and no immediate commitment to establish a two-year institution in the area evolved from this investigation. Nonetheless, some community leaders perceived Sisman's survey as the "beginning" of Monroe County Community College.[11] At least, the concern of an important group had been piqued which would augur well for the future.

Various industry and job surveys completed during the 1950s functioned to turn the community's attention to a two-year college as a possible solution to significant unemployment problems and the pressing need for more trained personnel.[12] Most important was Michigan's first area skill survey begun in September 1959: a co-operative venture between the Monroe County Full Employment Committee and the Michigan Employment Security Commission. The study analyzed the county's manpower and training needs for non-agricultural employers for the period 1959–64. The report projected a need of 17 percent more workers at the end of the period. The most important finding, however, one that would impact on sentiment to establish a community college, was that there would be substantial shortages in 47 skilled but key occupations; 40 per cent of these workers "would have to be obtained by expanding training programs or recruiting from outside Monroe County."[13]

For the next two years, Monroe citizens would contemplate the advantages of a Monroe institution, and it is certain that its development was an item of concern within various circles. In the meantime, a Citizen Advisory Council consisting of 85 individuals representing various business and educational institutions in Southeastern Michigan were surveying aspects of higher education in Macomb, Monroe, Oakland, St. Clair, Washtenaw and Wayne Counties. Dr. Gerald W. Boicourt, Director of Community College Services at Wayne State University, was the Study Director and handled the early organizational efforts. Committees on Population, Existing Facilities, New Facilities, Finance, Programs, and Legislation-Personnel were formed; and detailed assessments in each of these areas were made. The resulting report, *Six County Study of Community College Needs*, issued May 6, 1960, had a direct bearing on Monroe County. Among its findings was the recommendation that a two-year institution be established "in or near the city of Monroe, as the need is shown by continuing studies."[14] This investigation would eventually lead to the citizens' survey of Monroe County Community College possibilities.

The pattern of events in the next year is not clear. In December, 1960, Isaac Grove was asked to help select "proper" members to serve on development committees in the Six Counties, by Ferris Crawford, Assistant Superintendent for General Education for the State of Michigan.[15] Just as important was the formation of a new Education Committee of the Greater Monroe Chamber of Commerce under the chairmanship of Lewis D. McClure in February

1961. This group was to be "concerned with the local public educational system, the library question, and a Chamber sponsored Action Course in Practical Politics and Economic Discussion Groups." The development of a community college was only part of the committee's responsibility and was viewed initially as a long-term activity. In any event, on May 2, 1961, Isaac Grove met formally with the Education Committee; and from then onward the promotion of the project remained largely in the hands of the Chamber of Commerce.[16]

At the May 2 meeting, Superintendent Grove explained what had already been done regarding "the feasibility and need for establishing a community college in Monroe County. The discussion centered on the mechanics of such a venture as well as the method of financing." At this point, the Education Committee elected to devote its energies to establishing a college and that same day sent letters out to "all of those organizations in the County that may have gone on record, either favoring or not favoring efforts in that direction." Mr. Grove was asked to set up a meeting with Dr. Ferris Crawford in Lansing to gain advice "on the requirements which must be met before a community college program can be pursued."[17] According to one writer, this decision to initiate the community college study was neither a traditional nor legal Chamber of Commerce activity and represented an act of gaining authority by "the simple act of taking up an issue."[18] Put differently, the action reflected the commitment of public leaders to generating a new community resource. According to Fred Gruber, a participant in the process, both the times and the leaders were right, and all of these individuals were public-spirited "builders."[19]

According to contemporaries, no one better reflected the "idea of service" than the chairman of the Education Committee and later President of the Chamber of Commerce, Lewis D. McClure. Although a Toledo native and a resident of Ann Arbor for some time, he arrived in Monroe in 1941 and soon became a community leader. A successful businessman, he was manager and part-owner of the local distributorship for Sinclair Oil Company. A gifted athlete in his youth, McClure's 5'10" frame suffered the ravages of several heart attacks in the fifties. Despite this handicap, he remained buoyant, energetic and determined in his activities. Not yet retired, but in his mid-sixties at the time of the college "push," Mr. McClure was indefatigable in keeping the issue before the public. His office with the Chamber, of course, put him in the position to "get the word

out." In that capacity, he wrote countless letters and spoke to numerous groups between 1961 and 1964. A subscriber to the open-door policy and the community-based college philosophy, McClure believed that in providing all members of the community with an opportunity for a higher education of their choice, the quality of life in the area would be greatly enhanced. It is certain that his efforts through the Chamber of Commerce were crucial to the college's success.[20]

The Chamber's survey of Monroe organizations regarding their interest in the establishment of a community college was successful. Within six weeks letters were received from the Monroe Branch of the AAUW, the Custer Garden Club, the Monroe Business and Professional Women's Club, the Faculty Wives, the Monroe Council of United Church Women, the Floral City Garden Club, the Dental Society, the Monroe Mothers' of Twins Club, the Monroe Woman's Club, the Camp Fire Board of Directors, the Carleton Athletic Club, the Monroe County Chapter of the American Red Cross, and the St. Mary Academy Alumnae Association. Each of the 13 responding organizations was generally supportive: eight groups passed favorable resolutions; three reserved judgment, asking for more information and further study; one refused to support "such an endeavor" but only because it was "not within their policy," and the President of the final group assured the Chamber that the endeavor would "be supported by all our members," but no resolution could be made because the next regular meeting was not scheduled until September.[21]

Important to note is the role of women in the Chamber's survey. While it cannot be known how many men's organizations were approached on this issue, twelve of the thirteen responses were from groups that were female or female oriented. It is certain that women who were civic-minded and networked into community organizations were accurate barometers of public sentiment in Monroe. The results of their "testing" revealed that the Chamber could be assured that community opinion would be behind their efforts to build a college.

The special meeting of June 7 with Dr. Ferris Crawford, who was in charge of Community College Planning in the State, proved fruitful. Richard McHenry, manager of the Chamber of Commerce, Lewis McClure, Isaac Grove, and Mrs. John Flanders, Monroe County's representative to the Six County Community College Commission, traveled to Lansing to confer with Crawford. "Some

Suggested Principles for Organizing a Citizens' Participatory Study for Studying the Needs for a Community College," put out by the Michigan Department of Public Instruction, was discussed. Crawford thought that the Chamber of Commerce "could" conduct the investigation but was concerned that it was not truly representative of all the people of the County and recommended that a different "authoritative sponsoring group," perhaps the Monroe County Board of Education in conjunction with the Monroe City Board, "would give legitimacy to a fact finding survey."[22]

The evening of that same day, Isaac Grove drove back to Monroe and met with "selected school authorities and others of Monroe County to discuss ways to effectuate a study of the feasibility of organizing a community college." Grove pointed out that this interest was shared by "various boards of education in Monroe County and a number of service groups" in the area. He informed those who attended that most authorities agreed that a two-year institution should be located somewhere in Monroe County. Also discussed were the three methods of establishing community colleges: formation by a single board of education, by one or more counties, and by two or more school districts. Grove explained that the Superintendent of Public Instruction must approve, "with the advice and counsel of the State Board of Education, the holding of a local election on the question of organizing a community college district to be comprised" of one county. Before this would happen, however, a detailed citizens' survey had to be completed and accepted by the State's superintendent. At that point the "electors of Monroe county would be called upon to vote on the conclusions and recommendations of the study."[23]

Grove then covered the "basis of approval" of such a survey. It had to be demonstrated that there was enough educational need to justify a community college, the total area to be served was "a single community from a sociological point of view"; the legal district and the college's geographical area were "as nearly as possible coterminous"; it was possible to "locate central facilities within commuting distance of all citizens of the district"; the needed local tax rate did not exceed "what is reasonable for property owners to pay"; and there was a "strong desire on the part of citizens" to have a two-year institution. Grove then went over the various principles suggested by the state in organizing a group to conduct an investigation. At the end of the meeting, he proposed that representatives of all the boards of education in the county meet on July 19 as a first step in forming a citizens' committee.[24]

Pursuant to that end, a "special strategy meeting of the education committee of the Chamber of Commerce on July 6 resolved that:

> We, the Education Committee of the Greater Monroe Chamber of Commerce, request the Board of Directors of the Greater Monroe Chamber of Commerce to tender a resolution asking the Monroe County Board of Education, in cooperation with the other Boards of Education of Monroe County, and with any help needed from the Greater Monroe Chamber of Commerce, to sponsor a Citizen's Committee to gather information that will lead to a vote by the electorate of Monroe County on the question of organizing a Community College District."[25]

In effect, the Chamber had recognized that it could not function as the "legitimizing authority" for the investigation. Nonetheless, it was still determined to devote energies and resources to the prospect.

At the July 19 meeting with school superintendents from around the county, Grove covered much of the same material that had been considered at the June 7 gathering. An important new piece of information that Grove related, however, was that "the Superintendent of Public Instruction had tentatively reserved, in his approval capacity, the area bounded by the county boundaries of Monroe County for the service area of a community college," and that "he would seek verification of this reservation from the Six County Community College Study Committee." It was most likely at this meeting that the Monroe County Board of Education was asked to be the sponsoring authority for the feasibility study.[26]

In the meantime, the Chamber of Commerce continued with its activities. On July 21, letters of inquiry were sent to the registrars of twenty selected Michigan and Ohio colleges and universities. Each institution was asked to forward information regarding admission standards and acceptance of applicants. The registrars were also requested to make projections of these factors to the Fall of 1966. The purpose of gathering the material was to "assist in determining the degree of need for establishing a community college in Monroe." Responses from ten of the schools indicated that on the average only about 60 percent of freshman applicants matriculated.[27] What is interesting and important here, however, is not the Chamber's findings—which would play no part in the final report—but the fact that this endeavor would mark that group's final attempt to structure and collect data for the survey.

As committed as it was to the College, the Chamber lacked the "know-how" to proceed with the survey. As one of its "Principles,"

the State Board of Education had indicated that "for a citizens' study to be efficient and objectively defensible, trained and experienced technical assistants should be employed, both on a part-time and a full-time basis." It was recommended that "the sponsoring board consider the employment of a professional coordinator of the study and specialists or technicians for short-term specialized tasks." Wayne State, Michigan State and the University of Michigan had developed consultant programs in conjunction with the State to assist and direct the process. The choice of the Monroe County Board of Education for coordinator was Dr. Raymond Young from the University of Michigan's Center for the Study of Higher Education.[28]

As it became apparent that something would be done about a college, organized efforts to promote the project intensified. On November 8, the Monroe County Council of Women's Organizations, with fourteen groups represented, listened to a panel-symposium on the community college. Mrs. John Flanders discussed the background of the State's community college movement; Richard McHenry talked about the benefits that would accrue to the county if an institution were established; Isaac Grove gave an "educator's view" of the proposal, and Lewis McClure covered "where we stand, and where we go from here." There was also a round-table discussion and a question-and-answer period. The poor rate of college attendance by Monroe County high school graduates was noted, and it was pointed out that the rate would improve with the addition of a community college. The meeting ended with a request by McClure that the Council inform and explain to its respective clubs the aims of the citizens' committee which would be formed. A grass-roots movement of public sentiment favoring a two-year institution was in the making.[29]

Notes

[1]The vote was 4,487 to 2,501. See "Community College Issue Passes Easily in County," *Monroe Evening News*, 30 June 1964, p. 1.

[2]As community colleges have matured and gained a respectable niche in higher education, the literature on their history has grown. I have deliberately elected *not* to review that history in this study. Recommended for interested readers are: James W. Thornton, Jr., *The Community Junior College*, 3rd ed. (New York: John Wiley and Sons, 1982), pp. 46-61; George B. Vaughan, *The Community College in America: A Pocket History* (Washington, D.C.: American Association of Community and Junior Colleges, 1982); Edmund J. Gleazer, Jr., "Community's Campus," *American Education* 10 (August-September 1974): 26-27; William C. Larimer, "The Genesis of the Junior College Movement," *Peabody Journal of Education* 54 (April 1977): 220-24; Gunder A. Myran, "Antecedents: Evolution of the Community-based College," *New Directions for Community Colleges* 21 (Spring 1978): 1-6; and H.G. Neu-

feldt, "The Community Junior College Movement: Conflicting Images and Historical Interpretations," *Educational Studies* 13 (Summer 1982): 172-82.

[3]Willis F. Dunbar, *Michigan: A History of the Wolverine State*, rev. ed., George S. May (Grand Rapids, Michigan: William B. Eerdmans, 1980), p. 224.

[4]Sister M. Rosalita, I.H.M., *No Greater Service: The History of the Congregation of the Sisters, Servants of the Immaculate Heart of Mary, Monroe Michigan, 1845-1945* (Detroit: Archdiocese of Detroit, 1948), pp. 517, 572-76.

[5]Undoubtedly, most of the members of the Monroe Business and Professional Women's Club were recipients of four-year degrees, and it is interesting to note that their resolution did not envision career or non-transfer possibilities in a local college facility. "Resolution of Monroe Business and Professional Women, 13 April 1955," MCCC Archives.

[6]Michigan, *Final Report of the Junior and Community College Study Commission to the Governor of Michigan*, August 1958, and John Dale Russell, Director, *Higher Education in Michigan: The Final Report of the Survey of Higher Education in Michigan*, prepared for the Michigan Legislative Study Committee on Higher Education, September 1958.

[7]Despite his position, Mr. Grove was not a "public leader" in the community. Melvin Litwack Reichler, "Community Power Structure in Action" (Ph.D. dissertation, University of Michigan, 1962), p. 159. Rather, he was an efficient and deft administrator who facilitated the development of Monroe County Community College. His knowledge and understanding of the process provided the necessary links between community leaders, University of Michigan "resource" personnel, and the State. Reichler uses pseudonyms for people in his study. For one familiar with Monroe, however, their real names are apparent from their positions.

[8]Ferris N. Crawford to Isaac Grove, 7 November 1957, and Gerald W. Boicourt to Isaac E. Grove, 28 February 1958, "Correspondence and Data Pertaining to Establishing Monroe County Community College." Office of the President, Monroe County Community College.

[9]S. V. Martorana, *The Community College in Michigan: Staff Study No.1*, June, 1957, the first of thirteen publications in Russell's survey.

[10]"Minutes of a Meeting Concerning a Community College," 16 March 1958. MCCC Archives.

[11]S. V. Martorana, *The Community College*; Notes for Presentation by Unidentified Chamber of Commerce Member, April 196?, in Steering Committee 1962-64, MCCC Archives. This unknown speaker explained why the Chamber was concerned with education *per se*: "(1) Any informed, forward-looking businessman today realizes that his future, or at least the future of his business, depends almost entirely upon the community's future; (2) He also realizes that youth is the life blood of any community, and if the community doesn't provide what's wanted and needed, its young people will go elsewhere; (3) It's one of the economic facts of life that an institution of higher learning is an economic shot in the arm to a community; (4) It is also a cultural center as well as an education center; (5) Prospective new industry looks closely at educational facilities of a community; (6) Because what's good for a community is good for business, and vice versa, and our business and professional people believe that good education facilities are good for a community."

For reference to Dr. Sisman's Education Committee see Minutes of Meeting for 19 August 1958, 2 September 1958, 7 October 1958, and 12 November 1958, Monroe Chamber of Commerce records. The next year, 1959, was rather quiet on the question of a community college. The Chamber was approached by representatives of Great Lakes College, and for some time there was interest in that institution as a possible remedy to Monroe's higher education dilemma. An investigation by the Education Committee revealed that the reputation of Great Lakes College and its administrators was "unsavory," and attention was again turned to the issue of the two-year institution. See Minutes of Meeting—Greater Monroe Chamber of Commerce, 15 June 1959, 1 September 1959, and 3 November 1959, Monroe Chamber of Commerce records; and interview with Fred Gruber, Monroe County Community College, 30 April 1984.

[12]"Better Service Survey conducted in Monroe, Michigan, November, 1952" pamphlet published by Monroe Chamber of Commerce; "Industrial and Commercial Survey of Monroe, Michigan," sponsored by the Monroe Businessmen's Association booklet (East

Lansing, MI: Bureau of Business Research, Michigan State College, September, 1953); "Monroe County Job Survey," conducted by the Monroe Office Michigan Employment Security Commission in cooperation with Monroe Public Schools, 1956, booklet; all in MCCC Archives. Monroe's highest unemployment was in 1958 when the figure reached 14.8 percent. This was compared to a national average of 6.8 percent.

[13]"Michigan Area Skills Survey, Monroe: Projections of Labor Demand and Supply, Monroe County 1959-1964," booklet pp. 3-5, in MCCC Archives.

[14]*Six County Study of Community College Needs: Citizen Advisory Council Tentative Final Report*, May 6, 1960, p. 22, MCCC Archives.

[15]Ferris N. Crawford to Isaac E. Grove, 23 December 1960, "Correspondence and Data," op. cit. Grove selected Mrs. John Flanders to represent Monroe County.

[16]Walter G. Haessler to sundry individuals, 2 February 1961; Meeting of the Education Committee, 21 February 1961; Minutes of Education Committee Meeting, 2 May 1961, Greater Monroe Chamber of Commerce, Education Committee, 1961-1962, MCCC Archives.

[17]Minutes of Education Committee Meeting, 2 May 1961, Greater Monroe Chamber of Commerce Education Committee, 1961-62, Monroe County Community College Archives; and Lewis D. McClure to sundry organization officers, 2 May 1961, "Correspondence and Data," op. cit

[18]Reichler, "Community Power in Action," p. 175.

[19]Interview with Fred Gruber, Monroe County Community College, 30 April 1984.

[20]Ibid.; Interview with Delton Osborn, Jackson, Michigan, 9 May 1984; The college was always near and dear to Mr. McClure. He served on the Board of Trustees from 1964 to 1978, and 1979 to 1980. An Ohio State University graduate, he returned to the classroom at MCCC to take continuing education courses in effective speaking, psychology and child psychology in 1971. See "MCCC Trustee Goes Back to College," *Monroe Evening News*, 10 March 1971, and 16 January 1984, p. 1A.

[21]Chamber of Commerce, Education Committee, Survey of Monroe County Organizations, 1961, MCCC Archives.

[22]Report of the activities of the Education Committee to 30 June 1961, to Walter G. Haessler, Greater Monroe Chamber of Commerce, Education Committee, 1961-62, MCCC Archives, and "Meeting with Selected School Authorities and Others of Monroe County, 7 June 1961," mimeographed outline, in Monroe County Intermediate School District, Community College Survey, January 1961-August 1963, MCCC Archives. The latter source contains some "inked-in" notes by the "Some Suggested Principles . . ." section, which this writer interprets as being added by Grove after the meeting with Crawford.

[23]Meeting with Selected School Authorities, mimeographed outline, MCCC Archives.

[24]Ibid.

[25]Special Strategy Meeting of the Education Committee of the Greater Monroe Chamber of Commerce, July 11, 1961, Greater Monroe Chamber of Commerce, Education Committee, 1961-1962, MCCC Archives. The resolution was adopted by the Chamber's Board of Directors at their regular meeting on July 11.

[26]Meeting with Superintendents of Schools and Members of the County Board of Education of Monroe County: July 19, 1961. "Correspondence and Data," op. cit. The Board apparently accepted the request in August or September. In 1963, the legal designation of the Monroe County Board of Education was changed to the Monroe County Intermediate Board of Education, which was altered in the next year to the Monroe County Intermediate School District.

[27]Survey of Colleges and Universities, 1961, Chamber of Commerce Education Committee, MCCC Archives.

[28]"Some Suggested Principles for Organizing a Citizens' Participatory Study for Studying the Needs for a Community College," 2 May 1961, mimeograph, Michigan Department of Public Instruction in "Correspondence and Data," op. cit. Young was hired on December 4.

[29]Community College Panel-Symposium, Minutes of Monroe County Council of Women's Organizations, 8 November 1961, Greater Monroe Chamber of Commerce, Education Committee, 1961-62, MCCC Archives.

2

SURVEY AND ENACTMENT

Mr. Grove further commented that the community college idea was conceived by the Monroe County Intermediate School District Board of Education, nurtured by the Greater Monroe Chamber of Commerce and given birth by the voters of Monroe County.

Minutes of the First Meeting of the Board of Trustees of the Monroe County Community College District, 7 July 1964

The moment it was decided to initiate a survey, the community became the major locus of activity, and ultimately, the responsible agency for the formation of a community college. Neither the nation, the state, nor all the difficulties in higher education could guarantee Monroe a two-year institution. Only the countless hours of hard work and the commitment of concerned County citizens over the next two and a half years secured Monroe a college. Their task was twofold: local people had to shoulder the burdens of putting together an adequate study and then had to marshal an effective campaign to gain voter approval.

The State was very much aware of the necessity of local involvement. Each step of the process entailed some measure of obligation from the community. For example, part of the Department of Public Instruction's "Suggested Principles for Organizing" a survey dealt with representation. It was recommended that "members of a citizens' study be officially appointed, even though they are self-nominated or nominated by others, by the sponsoring authority or authorities." In addition, membership "should be in sufficient numbers to guarantee representation of all viewpoints of the organizations, groups, and individuals to be affected by the conclusions of the study and to guarantee communication of the conclusions of the study as well as all factors related to those conclusions."[1] The State Department of Education, at this point, did not desire to "impose" on a community, a two-year institution. Widespread public support was a necessary ingredient in the state's "program" for establishing new community colleges.

Dr. Raymond Young touched base on these matters when he met with the Superintendents of Monroe County on December 12, 1961.[2] It was decided at that meeting to approach the various boards of education in the county to ask for support of the survey. The school officials were told that the cost for coordinating the study would be $4,000.00.

On January 10, 1962, each board of education with boundaries in or extending into Monroe County was sent copies of a resolution to be signed supporting the project and requested to pay their portion of the assessment. Accordingly, each district desiring to participate was charged on a state equalized valuation pro-rata basis. The boards were also asked to recommend four people "with an interest in the Community College Study, time and willingness to work, open mindedness, and . . . who have the respect of other people" to serve on one of the four major Advisory Committees.[3] The foregoing approach, of course, guaranteed a broad geographic and ideological consensus for the endeavor.

In his letter of January 16, Young explained the membership selection procedure in detail to Grove. He proposed that not only should four citizens be selected from each district maintaining a high school but "one (1) from each primary district." Furthermore, Young asked that "each member of each Board of Education" identify three persons "who he feels would be appropriate." At this point each Board was asked to examine the list and arrive at a consensus on who would be members of the committee. Those asked to serve conveyed, in writing, their acceptance to their respective Boards. Mr. Grove was then notified of the "names and addresses of the persons selected and willing to serve."[4]

Dr. Young "anticipated that the entire group would meet every six weeks regularly and that sub-committees with special assignments might find it necessary to meet several times in the interim." He cautioned that no members should be on Boards of Education or "school people." They were all to be lay citizens "who are known to be interested in education and deemed competent to serve in such a group endeavor." Although this would, Young believed, entail a committee of 57 persons, "every segment in the County would be represented."[5]

By the end of March, Grove had received replies from all the County school superintendents. Two school districts, Deerfield and Milan, which encompassed portions of Lenawee and Washtenaw Counties respectively, opted not to participate in the study. Fifty-

three individuals were named to serve on the Advisory Committee.[6] It was nearly two months, however, before the group held its initial meeting.

In the interim, the Chamber of Commerce was busy promoting the college. In March it sent letters to all the organizations in the community offering "speaking engagements (at no fee)" by Dr. Young. In the next several weeks, Young made presentations to the Jaycees, the North Monroe Kiwanis Club, the Exchange Club and the Altrusa Club.[7]

In the meantime, Dr. Ferris Crawford, the State's Assistant Superintendent for General Education, was "concerned that a meeting had not been called after being appointed several months." He advised Grove to "put on the coal." In a letter to Young, Grove explained that Crawford's goal was to finish the study in the next six months and put the college issue on the ballot at the November, 1962, election. While the goal was hardly realistic, Young did respond to Grove's correspondence by calling the first organizational meeting on May 3, 1962, at Ida Elementary School. The Advisory group would gather regularly over the next fifteen months in preparing their study.[8]

Throughout this time period, the Advisory Committee and the Chamber of Commerce continued to work closely together. The survey of businesses and industries was centered in the offices of the Chamber. Questionnaires to local companies were sent out under Chamber letterhead, and Raymond Young used Chamber stationery in a follow-up letter to businesses which had failed to respond. It is not unlikely that the Chamber facilitated the access to Consolidated Paper Company's key punch operation, which tallied the high school seniors' responses on IBM cards. In addition, the Chamber assisted in getting printed questionnaires for high school graduates.[9] Finally, this organization was instrumental in keeping the community informed during the survey. On February 13, 1963, it arranged a presentation by Dr. Young to the Monroe County Council of Women's Organizations on the "progress that has been made in the last two years to establish a Junior College in Monroe County."[10] The continued commitment of the Chamber was indicative of the broad-based support that the college would receive.

Community awareness, of course, was a crucial part of the process. To this end, the Michigan Department of Public Instruction had suggested that "to be totally effective, a citizen's survey should receive the greatest possible degree of publicity." It was hoped that

the local media would direct attention to the purpose of the study, its membership and organization, the committees' day-by-day efforts, and their conclusions and recommendations.[11] Judging from the performance of the local press, this aspect of college movement was an eminent success. The *Monroe Evening News* covered survey meetings from the start. On April 30, 1962, the *News* announced the initial meeting of the group and listed the members. The day after this gathering the *News* discussed the roles of the various subcommittees that had been formed. The subcommittee on History, Growth and Development would examine "sociological, economic, historical, cultural and population factors of the county." As such, this group would be interested in the "willingness of residents to provide facilities" and in projected school enrollments. The subcommittee on Educational Needs and Program would assess the "extent and types of need for post-high school education programs" not met by existing institutions but which could be filled by a community college. An assessment of the adequacy of County financial resources and the legal procedure for establishing a two-year institution were assigned to the Legal and Finance subcommittee. Finally, the subcommittee on Site and Housing would "study factors concerning the size and location of a community college" and the "availability of site locations."[12]

In the succeeding months, the citizens' committee was ably assisted by Ray Young and two associates, Marvin Lindemuth and George Hall. In July, 1963, the group published a 155 page report on community college possibilities in Monroe County. An exhaustive endeavor, the survey included fifty-six tables of statistics and was organized into eight chapters. The material was an outgrowth of the work of the various subcommittees and entailed sections on Monroe County History, Growth and Development; A Study of High School Seniors; A Study of Recent High School Graduates; Composition of Labor Force and Survey of Industrial and Business Training Needs; Site and Housing; and Legal and Finance. All told, the committee arrived at seventy-four conclusions based on the data. Each lent itself to the judgment that it was "feasible" to establish a two-year institution in the community.[13]

In their general comments at the end of the study, the citizens assessed the need for a community college. They concluded that:

> Data on demographic, economic, and sociological characteristics of Monroe County portray an area which is marked by a stable population growth pattern in which a considerable proportion of the inhabitants have an orientation to the

Detroit and Toledo areas outside the County. Economic and social conditions within the County are depressed, the level of education possessed by the populace is relatively low and their past tendency to support public education is only fair. A rapidly declining demand for the levels and types of job skills and competencies has created a persistent unemployment problem which may be expected to become more acute while at the same time industrial and business manpower consumers find a scarcity of adequately qualified local manpower available.

Unless provisions are made to counteract present trends, economic and social problems will consume greater proportions of the attention, energy, and wealth of the County as it stagnates further or retrogresses. The development of its human resources would seem to be an imperative need.

Data presented in this study substantiate the need for post high school programs to serve youth annually graduating from the high schools, the needs of industry and business for a supply of locally qualified employees for job entry and the upgrading of persons now employed, and adults working and living within Monroe County who desire and are interested in further education.

Finance is a major obstacle preventing youth and adults from receiving education beyond the high school, and evidence indicates the existing colleges and universities located in Detroit and Toledo do not attract and serve to any extent the people in Monroe County. High out-of-state tuition, expense and difficulty of traveling daily over highly congested traffic routes make it highly improbable that more than a very small percent of Monroe County residents could ever be adequately served by existing institutions of higher education in these adjacent metropolitan areas.

The amount of money needed for youth with ability to attend college whose plans do not now include it is approximately the amount which the presence of a local public community college would represent to the families.

Adequate legal provisions exist, adequate size sites are available for locating a community college, an acute educational need prevails, and the economy will support a community college with a minimum of financial effort and little hardship or drain.

Data contained in this survey report support the recommendation that the Monroe County Board of Education take appropriate legal action as rapidly as possible to establish a public community college designed to serve the needs which exist for post-high school level education.[14]

JS Gray, editor of the *Monroe Evening News*, appraised the survey. "Guided by a group of dedicated and public-spirited citizens," he wrote, "the committee's efforts bear a stamp of thorough preparation and intensive analysis." Furthermore, it was "clear that there are many arguments that logically support the movement. Probably pre-eminent in the list is the favorable response from potential students and local industry that would feel benefited by such an endeavor in the midst of the community."[15] The committee had done a

superior job in following the state's "Suggestions," and it was apparent that the community was very much in favor of a college.

The next step was to apply to the State Board of Education for approval to vote to establish a community college district. The form to be submitted to the state entailed a breakdown of, and reference to, crucial items in the local study. It was required that twenty-five notarized signatures of Monroe County electors be attached to the application and report. On September 24, Dr. Young sent a letter to several subcommittee chairmen informing them that more than the legally necessary number had "been signed by citizens from each area of Monroe County and delivered to Mr. Grove." Between September 17 and 20, petitions had been "circulated by an interested group of citizens, most of whom were members of the survey group, who had met informally" during that week in Ida. One hundred ninety-nine qualified voters penned their names to petitions to "initiate proceedings to effectuate the organization of the community college district, to be composed of the County of Monroe."[16] This effort made it clear that those who had worked so diligently and so long on the survey did not regard their "job" as completed. Their continued commitment would prove crucial in the succeeding months.

In any event, Grove submitted application on September 25. On October 29, the State Superintendent of Education granted approval of the request.[17] "Pointing out that the closest public college facilities for county residents would be some 50 miles away," Dr. Bartlett stated "'that the new college, if approved would help meet a very apparent and increasingly critical problem in Michigan. Youth, regardless of economic or other circumstances, must be given their rightful opportunity for education beyond the twelfth grade. Monroe County Citizens, in seeking to establish their own community college, are attempting to provide this opportunity for all their youth, including the youngster who cannot afford room and board away from home.'"[18]

What would prove to be the most arduous and time-consuming task in establishing a community college still faced interested citizens: it was necessary to have a new set of petitions bearing the signatures of at least two percent of the eligible voters in the County to put the issue on the ballot. Confident that the State would approve their survey, several members of the citizens' study group met to "plan strategy" before Bartlett's signature made the preceding step official. On October 3, a number of committee members met at

Monroe High School to discuss "organizing an action and information group and campaign leading to an election."[19] Within two weeks, the group that would direct the campaign had been formed. On October 14, 1963, a steering committee of fourteen individuals gathered in the Chamber of Commerce Conference Room to map out strategy. Lewis M. McClure, chairman of the group, carefully outlined major aspects of the forthcoming campaign. Among the items of immediate concern was the problem of assessing support. As a first act in this direction, the committee decided to write "to all organizations, including those who had originally offered assistance in promoting a Community College, to solicit their help."[20]

On November 6, the steering committee sent a letter and questionnaire to forty-eight service organizations throughout the county. In the communication, each group was reminded of an earlier stand, if they had taken one, on the issue. In addition, the organizations were asked about any additional official action that they might have taken on the Community College matter; if they were now ready to take a position on the question, whether they had need for more information, and if they would pledge active support to the endeavor. The results were disconcerting: only nine groups gave unquestioned backing, the remainder desired additional information.[21] Despite all of the efforts in the previous years and a fair amount of publicity, the "community college idea" had not taken hold in the community. An intensive educational campaign explaining the college would be necessary before voters would cast an affirmative on the matter.

Fortunately, McClure's group had already considered the necessity of educating the public and had formed a speaker's bureau. On December 16, Margaret Knapp, the Secretary of the Steering Committee, sent letters to all the school principals and officers in the County offering the services of a speaker on the community college subject.[22] A day later, a similar overture was made to all the organizations which had indicated in the survey that they wanted to know more.[23] In January, 1964, all public and parochial schools were contacted again for the "names and addresses of the P.T.A., P.T.O., and other school organization Presidents, Secretaries, and Program Chairmen," in order to provide at their meetings, "a talk on the subject and/or a question and answer period."[24] The response was overwhelming. In the first four months of the new year, members of the committee would be busy almost every weekday night delivering presentations to various service, professional, business, educa-

tional, government, parent, and civic groups in the county.[25] Before the election of June 29, the steering committee had "connected" in some manner with virtually every association in the County.

Material covered during speaking engagements usually included a history of the college movement in Monroe, a brief analysis of some of the survey findings, an assessment of costs, and an explanation of the role and functions of a community college. It was thought that the total cost per full-time student would be about $600. Of this, it was estimated that $224 would come from state aid, $50 from federal aid, $200 from tuition, and $126 raised from local millage. The capital outlay for the first ten-year period was judged to be about $4,387,000. It appeared that "Monroe County Community College could be built and operated for a tax levy of about 1.13 mills."[26] To play safe, the committee was seeking authorization of 1.25 mills. It was calculated that the average homeowner in Monroe would be taxed between seven and twelve dollars per year. The people were assured that a new institution was quite affordable.

At some point, it was explained that a community college was a two-year institution that offered courses beyond the high school level. Listeners were told that such schools remained under local control. Students attending college could choose from a number of programs: they could prepare for transfer to a four-year college, take a two-year terminal degree in a vocational or technical field, opt for specially geared "retraining" courses, or select from a variety of adult and continuing education "interest" offerings. Counseling and guidance along educational, vocational and personal lines would also be provided. Throughout the presentation, it was emphasized that a community college was primarily designed to meet local needs.[27] The talks were received enthusiastically.

Of course, there were other matters of concern facing the committee. It was estimated that $2,000 would be necessary to "promote and advertise said community college."[28] Unfortunately, the steering committee had "immediate access to neither the resources nor the funds necessary to provide them." To defray this expense, the group decided to solicit funds from sponsoring groups; and in February, an account was opened at the Monroe State Savings Bank. In the same month, letters were sent to the heads of fifty-three county businesses and thirty-two Monroe labor unions, requesting a donation "in the $100 range." In the correspondence, McClure alluded to their "leadership role," outlined what had been accomplished to date and pointed out the urgent need for a contribution. Enclosed

was a copy of James F. O'Neil's article, "Why Have Community Colleges?" portions of which the various agency executives were asked to read.[29] The drive was successful. Between February 11 and May 7, the steering committee received $2,000 from 21 organizations.[30] Without question, the Chamber of Commerce connection was crucial in raising these funds.

By December the committee had succeeded in increasing their membership to thirty citizens and was preparing to launch a more extensive campaign. Two thousand summaries of the Citizen's Survey Report conclusions were mimeographed and ready for distribution. The speaker's bureau was functioning, and those who had been active in the process were ready to act. "The next step," as proposed by McClure, "will be to expand our Steering Committee throughout the county."[31]

At the January 8, 1964, meeting, the plan of attack for accomplishing this goal was carefully outlined by McClure. The official slogan adopted for the drive was "3 P 5 × 5." The brainchild of chairman McClure, the numbers and letters indicated specific goals and methods. The 3 P stood for Petitions, Publicity, and Polls. The initial task was to collect enough signatures to place the issue on the ballot. Second, it was necessary to generate enough awareness of the college to create an informed and favorable vote on the matter. Finally, it was important to get the people to the polls.[32]

The 5 × 5 was "sort of a chain letter technique."[33] It indicated "the method of recruitment of aids and implementation of the campaign. All was to be accomplished in the power of 5's." At the top of the pyramid was the county chairman, Lewis McClure. He selected 5 area chairmen, who appointed 5 township leaders, who chose 5 regional leaders, who picked 5 district leaders, who selected 5 sectional leaders.

1	County Chairman
5	Area Chairmen
25	Township Leaders
125	Regional Leaders
625	District Leaders
3125	Sectional Leaders

Each of the individuals whom McClure appointed had a proven track record of "know-how" and commitment to the community college movement. Four had been active on the survey committee, and the fifth was the Superintendent of Monroe Public Schools. The area chairmen and townships they headed were William T. Patton—

LaSalle, Erie, City of Luna Pier, and Bedford; Joseph C. England—Whiteford, Summerfield, Dundee and Milan; Dr. Lawrence Lark—Ida, London, Exeter, and Raisinville; Harold Rapson—Berlin, Frenchtown, Ash and Monroe; and Wendell A. Hutchinson—City of Monroe. "The success of the community college endeavor," McClure pointed out, "depends almost entirely upon the strength of our organization. If all our people accept their assigned responsibilities and follow through, the Monroe County Community College will become a reality."[35]

The area chairmen, township and regional leaders were asked to gather "for briefing on the needs and methods of the Community College Campaign" the next week.[36] Careful training was necessary, particularly for those who were slated to be organizers and leaders. Some 90 persons gave up their Friday evenings to attend an orientation meeting in Ida.[37] They were instructed about the 3 P 5 × 5 program, and McClure's well-orchestrated campaign was "off and running." Within a short time the group was ready to push their goal through to conclusion.

At the initial meeting of the steering committee the previous October, McClure had targeted an April or May election date; and that reality appeared imminent in January and February. However, unforseen legal and technical difficulties soon provided what promised to be devastating realities. A new Michigan Constitution had been drafted and passed in 1963; and the new document, effective January 1, 1964, did not contain adequate enabling provisions for the formation of a community college district! Getting the proposition on the ballot at an advantageous time proved to be a "nightmare."[38]

After the passage of the new Constitution in November, 1963, Isaac Grove, who always had his fingers on the pulse of events, began questioning Ferris Crawford, the Superintendent of Public Instruction, on the matter. In the succeeding months, there ensued an extended round of phone calls and correspondence on the issue; and the Monroe County Intermediate Board of Education engaged the Lansing legal firm of Miller, Canfield, Paddock and Stone to advise on the problem.[39] It soon became apparent that there were more than a few complex and major questions: did the County's Board of Education bear any further legal responsibility once a district was created? Were there to be time limitations on the district or the millage? How was the tax request to be authorized? How were the petitions to be worded? Who was eligible to vote? Who could run for the position of Trustee? What was the definition of "general

election?" It soon became clear that the state legislature would move on the issue to remedy the situation.

For the steering committee, however, the issue was pressing and immediate. If the official petitions were not filed at least six months prior to the next general election, the referendum on the college would take place in November. Legislation was needed very quickly if the petition phase was to slip under the deadline. The 3 P 5 × 5 workers were poised and ready, but the process had to be completed before the end of April or all their efforts would be dissipated. A new campaign in the fall was unthinkable. "Thousands of people in Monroe County had been informed by many people that the election would undoubtedly be in the spring".[40]

By March a measure to correct the problem was "in committee" in the state's lower house. Isaac Grove and Lewis McClure wrote with a sense of urgency requesting that House Bill Number 807 be brought to the floor as soon as possible.[41] This was done and the act passed. In early April the bill was before the Senate, and there was "assurance that the body would soon act upon it."[42]

In the meantime, the organization was refining its techniques. Careful attention had revealed several "weak lines" in the structure, and "it was decided that a 'two pronged' approach" would be used to rectify the situation: "(1) a letter from the office to the individual at the weak link; and (2) notification of that individual's immediate superior, with the suggestion that the superior 'prod' the individual."[43] In addition, the committee prepared to reach every household in the County by printing up and mailing a brochure. Before the election, nearly 30,000 copies of "The Facts About A Community College" were sent to every occupied dwelling in Monroe.[44]

Concerned Monroe citizens anxiously awaited events in Lansing. By Monday, April 27, the Senate had passed and Governor Romney had signed the measure making it into law. Isaac Grove was in Lansing on the date to confer with school attorney, Fred Thrun, on the wording of petitions. Once the proper terminology had been decided upon, Grove would convey this "first-hand" information by telephone "to the office of the Monroe County Intermediate School District Board of Education where employees were prepared to place the wording on petitions already available."[45] This was accomplished; and that same day, both instructions to the carriers and the petitions themselves were out.

The effectiveness of McClure's organization would now be tested. The workers had three days to collect the signatures of some 1,000

qualified registered electors if the question was to be put to the voters before November. "At this point, the only uncooperative factor was the weather! For two of the crucial days the dedicated signature seekers tramped the highways, bi-ways and streets of Monroe County in a damp and sometimes pouring rain."[46] The results were far beyond what could be expected: with one day still remaining, petitions bearing the signatures of 6,949 voters had been turned in to County Clerk Warren J. LaBeau's office.[47]

The task of the 3 P 5 × 5 group remained unfinished. In less than 60 days (as required by law), on June 29, the voters would decide three propositions: "Establishment of a community college district comprised of Monroe County, Michigan; an annual maximum tax rate for the proposed Monroe County Community College District of 1 ¼ mills; and the election of six (6) members at large of the board of trustees for the proposed Monroe County Community College District."[48]

Despite the obvious success of the petition drive, the most difficult job still remained—convincing the taxpayers to fund a new endeavor. There were some cracks in the campaign. One citizen, who supported the college, wrote Grove that the publicity part of the campaign had "failed thus far."[49] Enough people, he observed, would not come to a meeting to get information. Rather, it was necessary, "to take it to them and sell it to them as a salesman would sell his wares at your door." Serious questions were arising regarding the transferability of community college courses to four-year institutions. Norman Capaul, President of the Monroe County Board of Education, conveyed these concerns to Ray Young and other administrators of four-year institutions and was assured that credits would be accepted.[50]

McClure's group began an intensive promotion blitz. Brochures reached every household. The community college idea was spread by word of mouth, and the steering committee, which had started with 14 members in October, expanded to 870 active workers.[51] Letters were sent to all the high school principals in the county asking them to make announcements about the upcoming election at their commencement exercises.[52] Lewis McClure wrote ten articles covering every aspect of the college question which appeared as the "Community College Series" between June 10 and 20 in the *Monroe Evening News*.[53] As the campaign neared its end, time was purchased on WQTE radio, ads were purchased in county newspapers, and McClure appeared on TV Channel 11 in Toledo.[54] The

final act was to get the "yes" voters to the polls. Those who favored the prospect but would be out-of-county on June 29 were carefully instructed about absentee ballots. In the week preceeding the election, committee members dialed every number in the Monroe telephone directory. A positive response was noted by placing a small dot after the individual's name, and these people were called again on the weekend before the Monday election.[55]

By election day, everything possible had been done. It seemed that no stone had been left unturned. The citizens of the County were informed, and every business and organization in the community was behind the project. Notwithstanding, it was a special election, and a low voter turn-out could be expected. Those who had worked so hard and so long for the college could only cast their votes and then sit back and await the results. In their Monday edition, the *Monroe Evening News* noted that "voting was extremely light."[56] The next day, when the figures were tallied, only some 7,000 of the county's 42,000 registered voters went to the polls.[57]

Fortunately the months of intensive labor had paid off. The "yes" voters made a strong showing, and the community college issue passed easily. The vote on the first proposition to create a district was won 4,487 to 2,501; proposition 3, which concerned the millage, passed 4,228 to 2,587. The first College trustees, elected at large, were Norman C. Capaul, Delton Osborn, Harold C. Rapson, Dr. R. A. Frary, Fred J. Gruber, Jr., and Lewis D. McClure.[58] Each had been involved in the steering campaign, and each was deeply committed to the community college concept. No "outsiders" occupied seats on the College's Board. Within a few days the election was canvassed, and on July 10, the County Clerk was notified that "effective as of July 3, 1964," Monroe County had a community college.[59]

In assessing the results, JS Gray, editor of the *Monroe Evening News*, noted that "the Chamber of Commerce deserves another laurel for its efforts throughout the six-year effort. Not only did it supply the primary leadership for the movement, but it also lent the services of its office and personnel to assure success of the venture. Without the Chamber, the road to success would have been far longer and more tedious."[60] McClure credited the "relatively few dedicated and civic minded citizens . . . who freely expended time and effort to make Monroe County a better place in which to live. Hard work, perseverance, and organization," he observed, "paid off in this election."[61] Without question, the role of Lewis McClure,

himself, was pivotal in the making of the College. Without his commitment and great skills, it is difficult to imagine the institution gaining actuality.

In the final analysis, however, "had it not been for the combined efforts of individuals from industry, utilities, labor unions, civic, service and private clubs, professional and governmental units, the Chamber of Commerce, merchants, the educational system and husbands, wives and mothers, teenagers;" the College "would not have been."[62] The steering committee was duly recognized by the community on June 1, 1965, when it received the Monroe County Michigan Week Committee's Achievement of the Year Award.[63] The group had accomplished its goal, and Monroe County had for itself a genuine people's College.

Notes

[1]"Some Suggested Principles for Organizing a Citizens' Participatory Study for Studying Needs for a Community College, 2 May 1961," mimeograph Michigan Department of Public Instruction, in "Correspondence and Data Pertaining to the Establishment of Monroe County Community College," Office of the President, Monroe County Community College.

[2]Isaac E. Grove to Dr. Raymond Young, 8 December 1961, Monroe County Intermediate School District, Community College Survey, January 1961-August 1963, MCCC Archives.

[3]Isaac E. Grove to Superintendents and Secretaries, 10 January 1962, in "Correspondence and Data." Grove created a minor "stumbling-block" with this correspondence with his recommendation that "at least one board member serve on the committee." Dr. Young insisted that none be included, and none was. The Board of Education at the Mason Consolidated Schools objected. The result was a "round-of-correspondence" explaining the procedure and the creation of a public relations committee as part of the survey. See Bernard L. Cousino to Isaac Grove, 2 July 1962, Isaac Grove to Dr. Raymond Young, 26 July 1962; Raymond Young to Isaac Grove, 6 August 1962, in Monroe County ISD-CC Survey; and Isaac Grove to Dr. Young, 9 August 1962, in "Correspondence and Data," op. cit.

[4]Raymond Young to Isaac Grove, 16 January 1962, "Correspondence and Data," op. cit.

[5]Ibid.

[6]Advisory Survey Committee, in "Correspondence and Data." Forty-nine Monroe County individuals had their names in the final report.

[7]Richard D. McHenry to Organization, 14 March 1962; Ray Young to Isaac Grove, 29 March 1962 in Monroe County ISD-CC Survey; Isaac Grove to Ray Young, 6 April 1962, in "Correspondence and Data," op. cit.

[8]Isaac E. Grove to Raymond Young, 1 April 1962, in "Correspondence and Data," op. cit. The final meeting of the Survey Committee was on August 29, 1963 at Monroe High School.

[9]Richard D. McHenry to sundry businesses, 20 April 1963; Ray Young to sundry businesses, 5 June 1963; and Ray Young to Richard McHenry, 22 November 1962 (Monroe County ISD-CC Survey). The Chamber continued to beat the public relations drum in other ways. On September 18, 1962, it sponsored a panel-symposium on the community college movement to the Rockwood Rotary Club. Program, 18 September 1962, Monroe County ISD-CC Survey.

[10]Minutes, Monroe County Council of Women's Organizations, 13 February 1963, Steering Committee, 1962-1964, MCCC Archives.

[11]"Some Suggested Principles," op. cit.

[12]"Community College Committee to Meet", *Monroe Evening News*, 30 April 1962, p. 18; "Community College Survey Subcommittees Are Formed," Monroe Evening News, 4 May 1962.

[13]*Citizens' Survey of Monroe County Community College Possibilities* (Ann Arbor, Michigan: University of Michigan, Bureau of Social Services, July 1963).

[14]Ibid., pp. 152-53.

[15]"Community College Survey Is Detailed", *Monroe Evening News*, 18 September 1963.

[16]Raymond J. Young to William J. Braunlich, Jr., and Mr. L. Lark, 24 September 1963, in Millage Campaign 1964, Petition Drive, MCCC Archives; "County Seeks College Forms," *Monroe Evening News*, 17 September 1963; Petition to Organize Community College; and Voting on Community College, in "Correspondence and Data," op. cit.

[17]Lynn W. Bartlett to Isaac Grove, 29 October 1963, in "Correspondence and Data," op. cit.

[18]Memo released by State Superintendent of Public Instruction, 29 October 1963, in "Correspondence and Data," op. cit.

[19]Raymond J. Young to William J. Braunlich, Jr., and Mr. Lark, 25 September 1963, Steering Committee 1962-1964, op. cit.

[20]Monroe County Community College Steering Committee Meeting Minutes, 14 October 1963, Steering Committee 1962-1964, MCCC Archives. Dr. Young met for the last time with a Monroe group on 4 November 1963. His comments to the Monroe County School Boards Association served as a "kick-off" to the promotional campaign. Herbert A. Ostrander to Dr. Raymond Young, 21 October 1963, in Steering Committee 1963-1964, "School Boards Told of Need for College," *Monroe Evening News*, 5 November 1963.

[21]Steering Committee, Questionnaire and Replies Concerning Speakers: 1963, in MCCC Archives. The depth of community ignorance, despite ongoing news coverage is suggested by the lack of awareness on the part of Delton Osborn. Despite the fact that he was a lifelong educator, and the principal of Monroe High School, Mr. Osborn had little acquaintance with the role and functions of a community college until he became actively involved in the steering committee's campaign. Interview with Delton Osborn, Jackson, Michigan, 9 April 1984. Mr. Osborn became one of the college's biggest supporters and during the petition-drive gave presentations to many organizations. He was elected as one of the original trustees of Monroe County Community College and would serve as a member of that Board until he left Monroe in 1978.

[22]Mrs. Margaret Knapp to sundry school officials, 16 December 1963, in "Correspondence and Data," op. cit. Mrs. Knapp held the office of Secretary of the Community College Steering Committee.

[23]Lewis D. McClure to Dear Organization Office, 17 December 1963, Steering Committee Questionnaire and Replies Concerning Speakers: 1963, MCCC Archives.

[24]Isaac Grove to Presidents, Secretaries and Program Chairmen of all P.T.A. and P.T.O., and other Affiliate School Organizations, 10 January 1964, in "Correspondence and Data," op. cit.

[25]Unfortunately no "list" was kept of speakers. Notes in "Correspondence and Data" indicate that Elbert Davis, Lewis McClure, Isaac Grove, Wendell Hutchinson, Delton Osborn, Viva Flanders, Richard McHenry, and Lawrence Lark were among those who spoke to various groups. Usually, presentations were given by two individuals. The number of "engagements" that can be documented is impressive: CYO, Monroe County AFL-CIO Council, Monroe County District Nurses Association, Carleton Rotary Club, Citizens of Concern, Michigan Employees Association, Carleton Junior Chamber of Commerce Auxiliary, Rotary Club, Monroe County Farm Bureau, Erie and Luna Pier Common Council, St. Mary Academy Alumnae Association, Monroe Thrift Shop Association, Optimist Club of Monroe, Women of the Moose, Eastside Businessmen's Association, Exchange Club, Monroe North Kiwanis, Sertoma, and Altrusa. See Steering Committee Questionnaire and Replies Concerning Speakers: 1963, and Steering Committee 1962-1964, in MCCC Archives. Also visited were the Golden School P.T.A., Home School Society Zion Lutheran School, and Luna Pier

P.T.O. Nearly every school responded to the query regarding the P.T.A. etc., in "Correspondence and Data," op. cit., also Custer P.T.O., *Monroe Evening News*, 22 January 1964; Jefferson Schools P.T.A., *Monroe Evening News*, 20 February 1964; Scofield P.T.O., *Monroe Evening News*, 21 February 1964; and Bedford Junior High School, *Monroe Evening News*, 28 February 1964. No clear record, however, was maintained of presentations. Delton Osborn recalled speaking to the Whiteford P.T.A., the Ida Farm Bureau, Optimist Club, Parents of Lincoln School, Scofield Public Schools, Point Moulee Public Schools, MAECO Management Club, and the Monroe Secondary School Principals. Interview with Delton Osborn, Jackson, Michigan, 25 April 1984. There were additional ways in which the committee got information "out" to the county. As queries from individuals came in, members of the group penned responses, made telephone calls, and personally answered the questions.

[26]Notes from Presentation by Delton Osborn, n.d. in Office of the President, Monroe County Community College.

[27]Ibid.

[28]Monroe County Community College Steering Committee Minutes, 14 October 1963, op. cit. In this initial college vote, the election-day polling costs were borne by the County itself.

[29]Lewis D. McClure to sundry organization leaders, 7 February 1964, Millage Campaign: 1964, Fund Drive and Contributions, in MCCC Archives. Mr. O'Neil was a member of the State Board of Education and had been instrumental in establishing Schoolcraft College. He wrote a short five page article which the steering committee thought best communicated the "community college idea." Numerous copies of this were duplicated and distributed during the Monroe campaign.

[30]Monroe County Community College Steering Committee Ledger in MCCC Archives. The donations ranged from $50 to $200. The contributors were Harry May, Michigan Gas Utilities, Ace Paper, Union Camp, Woodall, Ford Motor, *Monroe Evening News*, Consolidated, First National Bank, Local 723 UAW-CIO, Jones Transfer, Detroit Stoker, Monroe State Savings, Monroe Auto Equipment, Banas and Wrobel, Michigan Bell Telephone, UAW Local 372, La-Z-Boy Chair, Floral City Furniture, Dundee Cement, and Peoples Federal Savings and Loan.

[31]Lewis McClure to Dear Committee Member, 16 December 1963, in Steering Committee, 1962-1964, MCCC Archives.

[32]Monroe County Community College Steering Committee Minutes, 8 January 1964, Steering Committee 1962-1964, op. cit.

[33]Don Wolfe, "3 P 5-by-5 Formula Pushes Monroe Plan," *Toledo Blade*, 8 March 1964, Sec. A, p. 8.

[34]Steering Committee Minutes, 8 January 1964, Steering Committee 1962-1964, op. cit.

[35]"Organization Is Set Up To Promote Junior College," *Monroe Evening News*, 15 January 1964.

[36]Steering Committee Minutes, 8 January 1964, Steering Committee 1962-1964, op. cit.

[37]"Junior College Is Discussed," *Monroe Evening News*, 20 January 1964.

[38]Steering Committee, Achievement of the Year Award, 1 June 1965, in MCCC Archives.

[39]Isaac Grove to Ferris Crawford, 15 November 1963; Ferris Crawford to Isaac Grove, 11 December 1963; in "Correspondence and Data," op. cit. Ferris Crawford to Isaac Grove, 23 January 1964, in Millage Campaign 1964, MCCC Archives. Isaac Grove to Mr. Thrun, 26 February 1964; F. M. Thrun to Isaac Grove, 24 March 1964; Isaac Grove to Mr. & Mrs. Fred Thrun, 20 April 1964; Isaac Grove to Mr. & Mrs. Thrun, 22 April 1964; Isaac Grove to Mr. Thrun, 23 April 1964; Isaac Grove to Mr. & Mrs. Thrun, 11 May 1964; F. M. Thrun to Mr. Grove, 11 May 1964; Isaac Grove to Mr. & Mrs. Thrun, 14 May 1964; and F. M. Thrun to Isaac Grove, 21 May 1964. Mr. & Mrs. Thrun were attorneys with the law firm of Miller, Canfield, Paddock and Stone.

[40]Isaac Grove to Mr. Wurzel, 16 March 1964, in "Correspondence and Data," op. cit.

[41]Ibid., and Lewis D. McClure to Representative Wurzel, 16 March 1964, in "Correspondence and Data," op. cit.

[42]Minutes of the Monroe County Community College Steering Committee, 8 April 1964, Steering Committee 1962-1964, op. cit.

[43]Minutes of the Monroe County Community College Steering Committee, 20 February 1964, Steering Committee 1962-1964, op. cit.

[44]Minutes of the Monroe County Community College Steering Committee, 12 March 1964, Steering Committee 1962-1964, op. cit.

[45]"Community College Petition Plans Made," *Monroe Evening News*, 25 April 1964.

[46]Steering Committee Achievement of the Year Award, 1 June 1965, MCCC Archives.

[47]"Petitions Presented," *Monroe Evening News*, 1 May 1964.

[48]Isaac Grove to Warren LaBeau, 14 May 1964, in "Correspondence and Data," op. cit.

[49]Cecil E. Seli to Mr. Grove, 30 April 1964, in "Correspondence and Data," op. cit.

[50]W. N. Atkinson to Norman Capaul, 12 May 1964; Ray Young to Norman Capaul, 12 May 1964, in Steering Committee 1962-1964, op. cit.

[51]Lewis D. McClure to Dear 5 × 5 Campaigner, 4 May 1964, and "Persons Initially Involved in Establishing Monroe County Community College," in Steering Committee 1962-1964, op. cit.

[52]Isaac Grove to high school principals, 28 May 1964, in "Correspondence and Data," op. cit.

[53]"Group Works Five Years," 10 June 1964; "Move Wins Acceptance," 11 June 1964; "County Value Stressed," 12 June 1964; "How Much Is The Cost?" 13 June 1964; "Program Helpful to Students," 15 June 1964; "Cost Would Be Additional 1.25 Mills a Household," 16 June 1964; "Savings Offered to Nation, State, Student," 17 June 1964; "Trustees Would Hire Teachers," 18 June 1964; "Two Ballots Go To Public June 29," 19 June 1964; and "Highlights Recapped," 20 June 1964; all in "Community College Series," all in *Monroe Evening News*.

[54]Monroe County Community College Steering Committee Ledger in MCCC Archives; Notes of Delton Osborn in Office of the President, Monroe County Community College.

[55]Osborn notes, op. cit.

[56]"Early Turnout Is Light On College Proposition," *Monroe Evening News*, 29 June 1964, p. 1.

[57]"Community College Issue Passes Easily In County," *Monroe Evening News*, 30 June 1964, p. 1.

[58]Ibid.

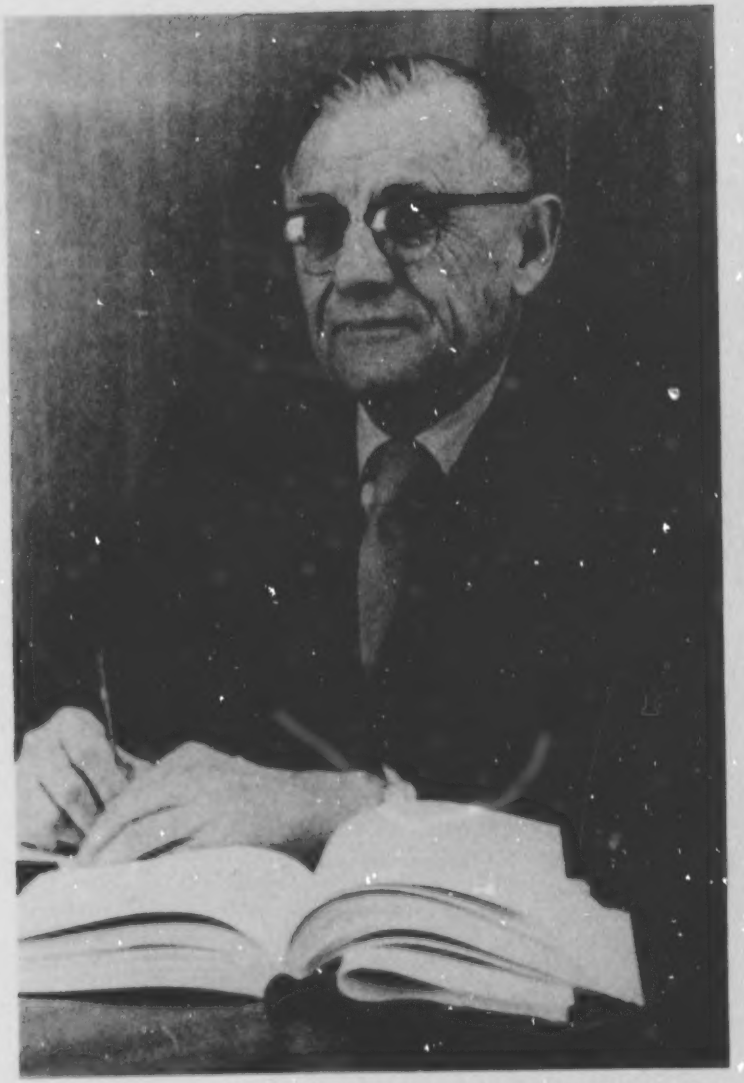
[59]Edgar Grim to Warren J. LaBeau, 10 July 1964, in "Correspondence and Data," op. cit.

[60]"Good Project, Work and Results," *Monroe Evening News*, 6 July 1964.

[61]Lewis D. McClure to Dear 5 × 5 Campaigner, 2 July 1964, in Steering Committee, 1962-1964, op. cit.

[62]Steering Committee, Achievement of the Year Award, 1 June 1965, op. cit.

[63]Ibid.



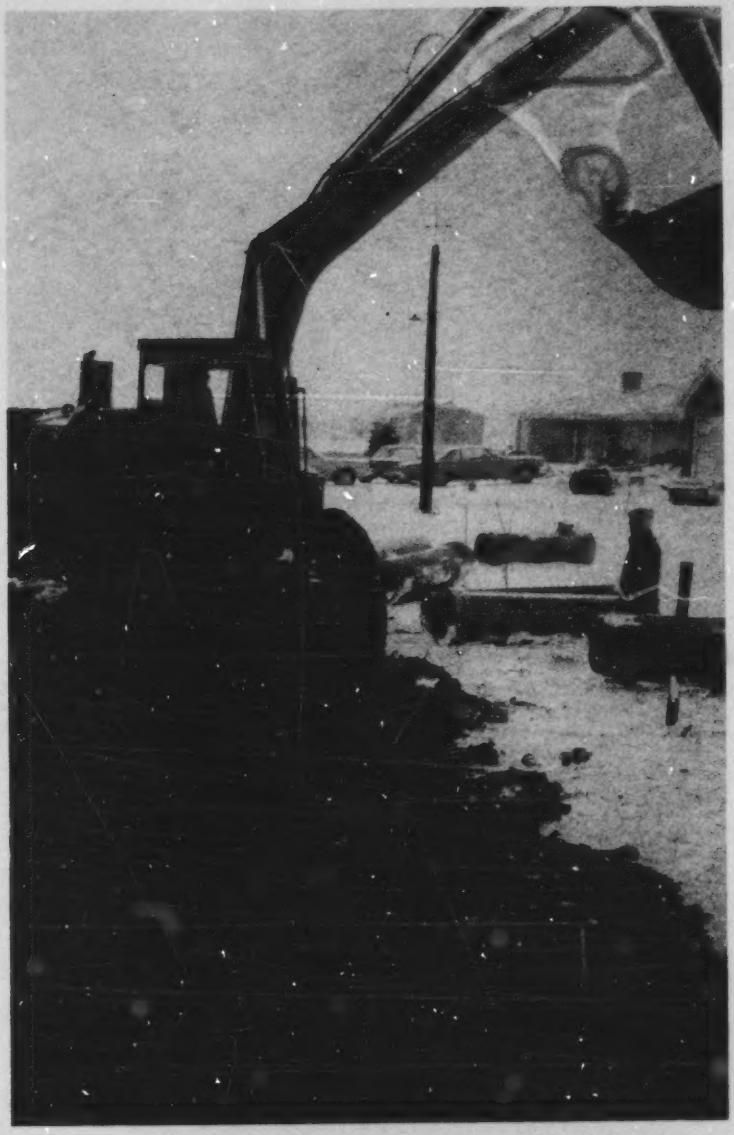
Lewis M. McClure chaired the Monroe County Community College Steering Committee of the Greater Monroe Chamber of Commerce which directed the campaign leading to the creation of the College in 1964. (courtesy of *The Monroe Evening News*)

The Monroe County Community College Citizens Survey Committee recommended that the Monroe County Intermediate School District Board of Education take steps to establish a public community college in 1963. (courtesy of *The Monroe Evening News*)

The Monroe County Board of Supervisors granted a 150 acre site on Raisinville Road to the Monroe County Community College District in 1964. (courtesy of *The Monroe Evening News*)

Groundbreaking for the campus took place on June 26, 1966. (courtesy of *The Monroe Evening News*)

The College's first Board of Trustees started a policy-making tradition that has been observed to this day. (MCCC Archives)



City sewer extension to the college campus proved a major headache and took more than two years to complete. (courtesy of *The Monroe Evening News*)

3

BUILDING A CAMPUS

> Monroe County Community College Board of Trustee members and administrative personnel were shocked yesterday in opening bids for construction of buildings on the college site because the low bid was $777,000 more than the anticipated amount.
>
> "College Building Bids Opened - With a Shock," *Monroe Evening News*, 6 May 1966

On July 7, 1964, when the Board of Trustees met for the first time at the Monroe Diner, Monroe County Community College was no more than a "paper" institution. A campus, staff, and curriculum did not miraculously appear but had to be meticulously developed over an extended time period. Many difficult and complicated tasks faced the trustees in the early days. "Applying for governmental aid, formulating a budget, levying taxes, obtaining a site for the College, and selecting a president" were the more important undertakings; and for its first eight months, the Board's functions were "by necessity extensively administrative."[1] Some of their decisions were fraught with difficulties unimagined and unforeseen. This was particularly true, time revealed, with funding matters. Put simply, neither the authorized bonding nor operating millages provided the institution enough support. The board was hard-pressed to devise policy adequate for building and running a facility that met the community's needs and the College's mission.

Nearly a year earlier, in his September 18, 1963, editorial, JS Gray had indicated his concern. His tone was premonitory, and his thoughts proved to be prophetic:

> Like many other desirable things in this world the matter of cost of a community college is the big problem—both the capital investment of getting an institution started and the recurring problem of maintenance. All educational costs are soaring. One inevitably recalls the recent and continuing struggles of school boards of the county to obtain voter endorsement of sufficient millage to support their operating budgets. It would be a sad mistake to launch a community college unless adequate funds are assured.[2]

Monroe County Community College has been plagued, for most of its existence, with under-financing.

This problem, unfortunately, was not uncommon. The trustees' experience was typical regarding the "kinds" of items that confronted education officials. Across America in the mid-sixties, for example, construction costs far outpaced inflation; and by the end of the decade, concerned citizens everywhere questioned what seemed to be a never-ending round of tax increases. It is certain that most school boards were faced with these issues. Success or failure depended upon the quality and dedication of their membership and the individuals they hired to carry out the institution's goals.

The story of how Monroe successfully built and operated a community college campus, in difficult times, is instructive in this regard. While the specific problems encountered by Monroe's trustees were unique, the ways in which the president and board moved to resolve these dilemmas were undoubtedly representative. The history of Monroe County Community College's quest for funding security reflected in microcosm the experience of similar institutions throughout the nation. The board's torturous path provides a mirror for an American past.

One of the first orders of business that faced the newly-elected College Board in 1964 was the selection of a campus site. This question had been a major focus of attention in the *Citizens' Survey*. Dr. Lawrence Lark's subcommittee in "Housing and Site," it will be recalled, was a key part of the survey group's overall structure. Chapter V in the final report dealt entirely with building and location concerns. While it was neither the role nor the purpose of Lark's group to pick a site, they did make a number of important decisions. Without question, their most significant determination was that "no presently existing buildings in the area would be suitable for community college purposes; a separate site and newly constructed facilities for the college are recommended."[3] A new campus was mandatory; and as a first step in the process, the trustees had to choose a location.

The preliminary work of the subcommittee was extremely important. For example, the Community College Board adopted, *in toto*, their criteria for site evaluation. Close attention was paid to the physical characteristics, surrounding environment, accessibility, water-sewage and fire services, and costs of potential sites. Lark's committee concluded that locations had to be "reasonably close to both the population and demographical centers of Monroe County."

One hundred and fifty acres was judged to be the approximate size of an adequate land parcel.[4]

The housing and site committee had also completed the lion's share of the burden of assessing possible sites within the county. They closely evaluated nine locations, but only five were judged to meet the criteria. They were land fronting on Bluebush Road, east of Reinhardt Road; acreage at the northwest corner of Rauch and Jackman Roads in Ida; property adjacent to Ida Public Schools; real estate at the junction of North Dixie Highway and the Detroit-Toledo Expressway; and land bounded on the north by South Custer Road and on the west by Raisinville Road.[5] The board of trustees evaluated additional locations at South Custer and Lewis Avenue; 6023 East Albain; acreage between North Macomb and Riverview; an area on Stewart Road between Bates Lane and Raisinville Road; and land at South Dixie Highway and Stein Road.[6] In all, at least thirteen sites were given serious consideration.

A crucial factor in all the deliberations was cost. The citizens' survey group had concluded that "suitable land for an adequate size site should be available for no more than $82,500."[7] When the advisory body first began its work in 1962, land owners and realtors were quick to step forward with "land for sale."[8] In the next two years, there were more than a few folk who tried to take this "timely" advantage to sell. Some were public-spirited and others were simply after a quick profit. In any event, it soon became clear to the Board that "top dollar" was the asking price in dealings with individuals. To most observers, it seemed certain that more than a small portion of the district's bonding capacity would have to be used for the purchase of real estate.

During their first month in office, however, Board members worked quietly but effectively to acquire land at no cost. On August 3, trustees Gruber, Capaul, and McClure met with the Education Committee of the County Board of Supervisors to discuss the proposed site of the College. Their eyes were on the parcel on Raisinville Road just south of the fairgrounds. Known as the County Farm, the acreage was no longer used to support the county's indigent. New federal and state programs had done away with the need for a "poor house," and the land was leased to farmers in the area. Mr. Fred Gruber, whose family and name were widely respected throughout the county, had close ties to the Monroe County Board of Supervisors, the agency that "owned" the property.[9] His "connections" and the argument that the College served a new county-wide pur-

pose facilitated a resolution recommended by the Education Committee and adopted by the Supervisors to offer land, free-of-charge, as a campus site.[10] The Monroe Township grant "conveyed by deed as a gift . . . the south 150 acres of the premises commonly known as the County Farm, including the cemetery, but excluding the right of way which crosses the southern portion of the County Farm and is owned by others" to the Community College District.[11] In the event that the premises were not used for a campus, the land was to revert to the County of Monroe.

"The offer was taken under advisement by the college's site committee."[12] There were several factors that needed to be studied carefully before committing to this location. Most important was the fact that engineering tests to determine the suitability of the property for constructing a campus had not been completed. In addition, there was the question of obtaining adequate sewer and water facilities at the location. The lease agreement with Victor Morrin, a local farmer, was not scheduled to lapse until 1966. Finally, the original survey group's site committee had not "brought to a close" the selection of a location. At their October 5 meeting, the trustees decided to accept the land pending the outcome of the site evaluation tests. In the meantime, they continued to consider other locations.[13]

What later proved to be the most difficult problem with the site was the distance of bedrock from the surface. At their July 20 meeting, Al Kurtz, manager of the fairgrounds, had cautioned the board that "the distance to the bedrock was variable, and that in some places it was as close to the surface as eighteen inches."[14] The gift, however, could not be ignored; and the trustees requested Donald Packer of the U.S. Department of Agriculture Soil Conservation Service at 2 East First Street to conduct some preliminary testing. "Soil at the proposed site," Packer's findings indicated, "compared with that in the City of Monroe for building suitability." "However, boring tests were made to a depth of only five feet," and it was necessary to drill to twenty feet "to determine rock structure below the ground."[15] To complete the necessary evaluations, the Board decided to contract with a private firm. On the advice of both the City and County engineers, the trustees hired the Michigan Drilling Company of Detroit to conduct the required soil test borings.[16] The results, released in a written report in June 1965, indicated that the site was acceptable for building purposes.[17]

If adequate sewage and water facilities could not be installed at this location, however, there would be no Raisinville Road College

campus. State and federal health regulations prohibited the construction of public buildings where these accommodations were not guaranteed. The biggest problem was costs. Almost from its inception the Board had taken up the question of sewers and water and had discovered that providing the site with these services was well within the realm of technological capability. In August 1964, Monroe Mayor William Agusta assured the trustees that "city water and sewage" could be made available to the location.[18] An aerial survey of the site in the Regional Planning Director's office reaffirmed this possibility.[19] The topography of the land and the city's pumping and treatment capabilities were sufficient, and determining "who would pay" seemed to be the major question.

A number of agencies and governmental units were involved in whatever decision was made. In addition to the Community College district, residents in Monroe, Raisinville, and Frenchtown Townships, if tap-ins were allowed, stood to gain from the project. The Monroe County Library System, Old Folks Home and the Fairgrounds would also benefit from the extension of city water and sewers. The Monroe County Board of Supervisors and the County Road Commission were also integral parts of the process. The County Drain Commissioner was responsible for overseeing such projects, and the Road Commissioner had to grant easements for construction to take place.

All the parties involved were very much in favor of the extension of city water and sewage into the townships. The issue was not simply a matter of convenience, but health was a concern. The improper treatment of sewage in the out-county area, in particular, was recognized as a "grave problem."[20] Putting the package together, however, was no easy task. The City of Monroe, for example, refused to respond to the College's written request that they "establish a policy regarding the expansion of the Monroe sanitary sewer system."[21] Much correspondence was generated, and many meetings took place between the various governmental units and agencies in the next few years to determine how the city extension could be effected.[22]

Despite the high level of interest, the water-sewer situation between August 1964 and August 1965 was at an impasse. Each agency and governmental unit brought out its own plans and asked others to participate. Monroe Township had conducted its own sewer survey; the City had devised a number of rules regarding the extension of its services, and the College district was repeatedly advised

that it would have to bear the major part of the costs for city water and sewers.[23] So dismal was the outlook for cooperation that the trustees instructed their architect to include in the blueprints a lagoon-type system for human effluence.

The federal government played the major role in the breakthrough that eventually provided the College, and the residents of the various townships, with city water and sewage. In August 1965, President Johnson signed into law the new Public Works and Economic Development Act which gave up to 50 percent funding for qualified public works projects. As an economically depressed area, Monroe County qualified for a large amount of these funds. The trustees must have had this pending "larder" in mind when they made the Raisinville Road location the official campus site at their August 16 meeting.[24] However, before any projects were proposed, total cooperation between county, city, village, and township officials was imperative.

The county agent for all projects receiving federal grants was Donald W. Burton, Monroe County Drain Commissioner. His job was to review each governmental unit's public works plan and, with the aid of engineer Angelo Marino, estimate the costs and then submit the proposals to the Economic Development Administration for approval.[25] Once this was accomplished, the undertakings were opened up for bids from construction companies. The federal government paid half the cost with the remainder coming from bonds issued by the governmental unit initiating the project. Important to note is the fact that the District of Monroe County Community College was *not* an official or initiating agency in any of these undertakings. Monroe Township was the primary bonding unit for the water and sewers that were eventually extended to the campus. The trustees, therefore, had no control over events as they unfolded.

On May 31, 1966, U.S. Representative Weston Vivian, D-Ann Arbor, announced that Monroe Township had received a $469,000 federal grant to extend city water and sewage to the site of the Monroe County Community College.[26] The smaller portion, $83,000, was to be used for a water line which already extended to the Ellis Library. The remainder, $386,000, was designated for the sewer line which stopped at the city limits on South Custer Road.[27] The water main involved an additional mile of pipe, but the sewer projects were nearly five times as long.[28]

Bids were opened for the Monroe City water extension on October 13, 1966. It was the first EDA project to reach this stage in the county. The blueprints required that a twelve-inch main, when com-

pleted, reach from Dunbar Road to the "terminous of a water line near the Monroe County Library System's headquarters at 3700 S. Custer Road." The low bid of $118,015 came from Briggs Construction Company of Perrysburg, Ohio.[29] The Ohio firm's estimate did not include engineering and administration costs which were charged by other agencies. The project was to be completed within 90 calendar days from the time it started.[30] The grant paid half the construction cost and "a special assessment district and a $25,000 prepayment by the Community College financed the remaining 50 percent." Although the Briggs Company required several time extensions, there were no major hitches. "Construction began November 22, 1966, and was completed August 31, 1967," in time for the opening of the new campus.[31]

The Community College District had acquired the land free city water at a minimal cost, and it appeared for a time, that their good fortune would continue. Little did anyone know that it would be more than three years from the time of the initial grant until city sewage treatment was available to the College campus. The incredible tangle over sewers was a major setback for College officials and demanded much of their attention over a period of years. Because the District occupied no official position in the EDA grant structure, the Board could not act to remedy the situation. Although a major party to the sewer question, the trustees could only await "developments." It is certain that the "sewer imbroglio" was not an atypical situation facing community college boards in the 1960s.

The first impasse involved the City of Monroe's refusal to submit an acceptable proposal for a secondary sewage treatment plant. "The original plan of activated sludge carried a project cost of $10,420,000 with an annual operation cost of $548,000." This was far in excess of the figures prepared for the EDA 50 percent grant of $3,960,000. In an effort to cut costs, Monroe submitted several sewage treatment proposals using aerated lagoons. These were rejected by the Water Resources Commission and Michigan Department of Health. For a year the Economic Development Administration refused to release nearly $5,000,000 in grants for public works in the City and in Monroe and Frenchtown Townships. The College's sewer line was one of these projects.[32]

The delay had placed the Community College in a very difficult position. Not only were classes scheduled to begin at the new campus in several months—with no city sewer hook-up—but it was impossible to return to the original lagoon plan. College officials

"urged the city to do whatever it can in having the grant for Monroe Township released by EDA."[33] After a series of appeals to the County Drain Commissioner, and EDA officials, the sewer line funds were released on June 20, 1967. The remainder of the grants, involving city sewers or sewer extensions, continued to be held pending agreement on a city plant. Fortunately, "the dire consequences that could result from indefinite delay of the sewer line funds" to the College were recognized.[34]

Once the funds were released, construction bids were opened. Eleven firms submitted estimates on the project. The year-long lag revealed that inflation had eaten into the original calculation of costs made by the consulting engineer. The low amount, $658,737.92, was more than $12,000 over the original estimate but was considered "well within acceptable limits." When engineering fees were included, the total cost of the project came to $769,153.42. Monroe Township had already paid "some $24,000"; and $386,000 had been granted by the Economic Development Administration. The balance, $360,000, was to come from general obligation bonds, approved by the Michigan Municipal Finance Commission, to be repaid to the county by the township.[35]

After the contracts were awarded and notice was given to proceed, the construction companies had 180 days to complete the task.

> The project is divided into three sections with the successful bidder to maintain separate crews for each of the sections to speed completion. The first section is on Raisinville Road from S. Custer Road to Dunbar Road. The second section is along S. Custer Road from Herr Road to Raisinville Road and the third section is from Herr Road to the existing City of Monroe sewer near Concetta Drive in the Bellestri Subdivision.[36]

S & S excavating of Wayne was the low bidder on sections one and two, and William Noland Excavating Company of Monroe was the low bidder on section three.

The actual laying of sewers began on September 30, 1967, after the Drain Commissioner received a "verbal 'go ahead' from the Economic Development Administration (EDA) office in Duluth."[37] When the first day of classes began on the new campus on October 2, the College was without sewers. To take care of the human waste problem, the district had contracted with a local firm to pump out daily, septic tanks connected to rest rooms in the technology building.[38] It was hoped that this arrangement would be temporary.

Within a few months, however, serious problems began to crop up with the construction project. The first difficulty to emerge con-

cerned the original plans which called for the placement of the sewer line on the west side of Raisinville Road. Preliminary digging indicated that the "location of a high pressure gas main, installed in 1960, proved to be meandering and not as expected." Harold Stein, president of S & S excavating, asked and was granted permission to shift the location of the line to the east side of the road.[39] A month later, in April, the line was moved back again, because of expensive sand backfill requirements. All told, there were three separate plans for the laying of sewers along Raisinville Road. In addition, the contractor charged that there were "discrepancies in the rock borings and engineering specifications submitted by the project engineer." "The specifications," Stein argued, "did not accurately show the location and depth of rock to be removed." Put simply, by April 1968 it was apparent to the head of S & S Excavating that the cost of completing the project was well beyond the bid.[40]

In addition, none of the sections had been completed by the March 31, 1968, deadline date. The Noland company was "granted a 90 day extension to July 1 and an additional 30 days for cleanup," but the S & S outfit had only finished a portion on the second leg and had done no work on the Raisinville Road section. Consequently, the Economic Development Administration froze all funds for the project, and the contractors did not receive their March payments.[41]

For the next six months, S & S Excavating, the County Drain Commissioner and the EDA haggled back and forth over the project; and no more work was completed on the first two sections. On April 22, on the advice of his attorney, Harold Stein stopped work on the project.[42] In response, "a notice of intent to terminate the contract" based on the failure to meet the March 31 deadline was sent to the company by Drain Commissioner Donald W. Burton. S & S had ten days to respond and work out a new arrangement before the contract actually lapsed.[43] At the end of this period, "attorneys representing the contractor and Angelo J. Marino, Monroe engineer on the project, met behind closed doors for two hours." Stein's advisors presented to Burton "an 11 point program . . . under which work could be resumed." At that time, some sort of accord seemed possible.[44] Under a supplemental agreement, "the county agreed to pay for excess costs of rock removal and stipulated other contract adjustments." In addition, S & S was "granted a six month extension to December 1, 1968, for the completion of the Raisinville Road section." "For various reasons, including failure by Monroe Township to provide property easements" the project delay continued.[45]

By the end of July, the project was "hopelessly entangled in charges of engineering inaccuracies, breaches of agreements, lack of mutual understanding of agreements reached, lack of communication between parties, personality clashes and the inability of participants to accept responsibility in contributing to the impasse."[46] In the next few weeks, Burton pursued various administrative and legal strategies to untangle the situation. At first, it was thought that "assignment" to a new construction firm, which S & S agreed to, would provide the solution. However, the four companies that reviewed the original terms of the agreement declined to accept assignment.[47] Next, Stein's company made a new offer, but that was found unacceptable.[48] By this time, matters were mostly in the hands of attorneys. The next step was to reissue an official ten-day notice of termination of contract. After this time period, the surety company, which bonded the contractor, had another ten days to make arrangements to complete the job.[49] If nothing was done in the twenty days, the county could look for a new contractor under new terms. By the end of August, both ten-day periods had expired and the county was free to complete the project without regard to the S & S contract. Stein filed suit against the county for "breach of contract," but the proceedings had only incidental impact on the construction progress.[50]

At this point, the county had to determine how much more work had to be done on section two and then prepare specifications for both unfinished portions.[51] Once this was done, new bids were made. The low bid of $333,515 for the Raisinville section, offered by Arthur E. Price, a Monroe contractor, was $85,861 more than the original contract.[52] Change orders in construction authorized under the other two sections accounted for an additional $60,000 in costs.[53] An additional $145,000 was needed to complete the project. Monroe Township authorized an additional bond issue in this amount to meet the increased costs. Unfortunately, because a law suit had resulted from the previous contract, Price's bonding company had "stipulated that the project financing be completed prior to the start of construction."[54] Approval of the bond issue was not made by the Michigan Municipal Finance Commission until Monroe County Community College, by letter, "guaranteed payment of the $145,000 if the bond sale" was not consummated by Monroe County.[55] This was in late December of 1968.

In the meantime, the delay was costing the college a considerable sum of money. The per day cost was estimated at between $60 and

$65 for emptying and cleaning the College's "9,000 gallon storage tank for the effluent of its sanitary system." *If* the line was completed in the 180 days called for in the contract, the minimum cost to the College would be $10,800.[56] At each Board session, the sewer question was reviewed, but little could be done.

In December, Price's construction crew was ready to swing into action; but a new problem confronted progress on the sewer line. A strike begun by Local 324 of the Operating Engineers, AFL-CIO, against the underground construction industry on October 1 in Wayne County spilled over into Monroe.[57] Fortunately, a tentative agreement was reached in the first week of December; and blasting operations began on Raisinville Road on the seventeenth.[58] Although a time extension was required, the Price group made progress on the line; and it appeared that the sewer would be ready when classes began in September, 1969.

It seemed that every conceivable hindrance to the completion of the sewer line had occurred. "Various construction delays, including strikes and the necessity to remove larger quantities of rock than anticipated, hampered the project." A law suit was pending.[59] In September, the only task remaining was to test the system to determine whether it was operational. Good fortune was not on the College's side. A portion of a pump in the second lift station was cracked and the system was not functional.[60] The replacement part did not arrive until mid-November, and then problems developed with the electrical alarm system.[61] Finally, the system passed all tests and on December 20, 1969, the long-awaited sewer line was operational.[62]

What had started as an unanticipated but welcomed boon had turned into a Pandora's box. During the three-year time period, the College officials and trustees had received a "real education" in construction and government programming. In the end, of course, the task was accomplished; and if frustration is not weighed, the costs were minimal. The Monroe County Community College District agreed to assume a tap-in charge of $30,000, assessment costs of $5.50 per foot, which came to $63,030.00, a surcharge on the sewage charges made by the City to retire revenue bonds, never to exceed $3,600 per year, and the normal charge for sewage disposal based upon water consumption.[63] All told, the cost to the College was about $100,000 for city sewage service, a fraction of the price for the total project, and certainly less than the figure for building a campus-contained aerated lagoon system.

Less entangling, but much more consequential, was the building of the campus itself. When the *Citizens' Survey* was completed in 1963, the people of the county were assured that a .78 mill local tax levy would defray *all* the capital costs. The building and site budget, based on 1,300 students with 150 square feet allowed per student was projected as follows:

$3,900,000	construction and site
110,000	site purchase and development
33,813	fees (architect, attorney, survey, bonding, elections costs, etc.)
195,000	contingency (probably increased costs over 5 years)
148,358	capitalized interest
$4,387,171	TOTAL ESTIMATE[64]

When the trustees adopted their first budget on July 27, 1964, they were quite confident that the district's bonding capacity would be more than ample. There were no doubts about the fiscal ability to build and maintain a comprehensive community college campus. The majority of the budget and the operating tax levy from the first two years was designated to be transferred to the building fund—before bonds were sold. The Board judged that this sum would be $681,573 by the end of the second year.[65]

In the next year, the trustees, President Campbell, and the architects, Ralph Calder and Associates, moved confidently ahead with Phase I of the campus development. At their August 30, 1965, meeting, the board decided to sell $4,980,000 in bonds.[66] On March 14, 1966, the trustees drew up a preliminary budget. The actual construction of the library, student services, technology and power plant buildings was projected at $3,639,650. The cost of site work was estimated at $586,000; equipment was budgeted at $854,000, and other costs and fees totaled $808,550. In all, the total expenditure for the initial campus was judged at $5,888,400. The sale of bonds, transfer of monies from the General Fund, and anticipated State and Federal grants appeared more than ample.[67]

By May, 1966, the architectural specifications were out and the campus was opened to bids. When they were opened on May 5, the

trustees were shocked. "The low bid was $777,000 more than the anticipated amount." Utley-James, Inc. of Royal Oak submitted a figure of $5,172,000 and was eventually awarded the contract. The College found itself caught in the midst of a rapid round of construction inflation, a phenomenon that was nationwide. Edwin O. Dwyer, Dean of Business Affairs, pointed out that other schools were facing the same general economic conditions. For example, "Oakland Community College had recently opened bids on a $6-million building program and the bids were about one million higher than anticipated."[68]

Various strategies were devised to overcome the deficit. "Substitutions in materials amounting to about $160,000" were made.[69] The grade level of the site was lowered so that costly fill would not have to be brought in, and the "tunnels" for heat and electric and water transmission between the buildings were eliminated. The design and elevation levels of the buildings, however, remained untouched. College officials and the Board did not want to be confronted in the foreseeable future with structures which were inadequate in size or function.[70] These decisions, at times, proved troublesome. The adoption of a lower grade, for example, resulted in the unearthing of unmarked graves in "potter's field" on the western side of campus. The choice of going with a U-Con system for steam and cold water transmission eventually meant that a new power house system had to be bonded for and built.

The total financial package also contained considerable amounts of state and federal aid. Michigan contributed $930,753 capital outlay monies, and a vocational education grant of $791,078.[71] A $750,000 grant under Title I of the Higher Education Facilities Act was received from Washington.[72] The first phase of campus development was assured. When groundbreaking took place on June 26, 1966, the trustees were confident that the campus would be ready for use in the Fall of 1967.[73]

The inaugural edition of the College catalogue, approved by the Board at their session on October 11, 1965, depicts on the front cover a photo mock-up of the completed campus. In the architect's scheme, there were Life-Science, Physical Education, and Performing Arts buildings, not included in the initial construction phase.[74] According to plan, the building of a Life Science - Physical Education complex was the next stage of development. In September 1968, President Campbell met with members of the State Bureau of the Budget staff to review the proposal. Unfortunately, the Bureau ques-

tioned the physical education portion of the proposal. It soon became clear that the State would not provide funds for this part of the complex. Campbell recommended that the Board "take another look at this and decide whether to plan two different buildings or maintain some physical layout so that the Life Science portion could be built, and at a later date, when funds became available, add the physical education facilities."[75]

By June, 1969, it was apparent that the State of Michigan would provide over a million dollars in capital outlay funds for the Life Science project; and the architects were moving toward completing the final working drawings.[76] At their December 22 meeting, the board authorized the architects to advertise for bids. The low bidder, MacKinnon-Parker, Inc. of Toledo, was awarded the contract. Although the $2,272,300 was slightly over the budgeted amount, the funding package eventually put together was sufficient.[77] The total state appropriation was $1,150,000; interest on certificates of deposit totalled $643,000; $400,000 was transferred from the general fund; and there was an excess of revenue over expenditures from Phase I of $1.202,000.[78] The Life-Science building was completed in time for the Fall 1971 classes.

In view of the total mission of the College, however, the campus remained incomplete. In June, 1977, the Board of Trustees moved to correct this problem and directed the "college architects to prepare the necessary plans and documents to proceed with renovations, repairs and new construction." The new buildings were to include an expanded technology facility, a performing arts center, a field house, and a child care center.[79] In the next year, a divided Board voted to sell bonds and borrow money utilizing the district's full bonding capacity to construct these facilities. In terms of the existing law, the district could borrow about $8,000,000 without voter approval.[80] The State, however, was in the midst of a tax revolt, and it was clear that the so-called Headlee Amendment, prohibiting bonding for buildings without voter approval, would be on the ballot at the general election in November. Proposal E was approved by the electorate, and the District spent the next year attempting to get under the time limits of the law enacted to implement the measure. In the end, the efforts failed; and no new buildings were constructed.

In retrospect, the outcome was fortunate. A major concern of the trustees who had opposed completing the campus was finding funds to operate the facilities. From almost the beginning, it was apparent that the 1.25 mill operating levy was inadequate. Increased costs, the

perennial uncertainty of the amount of State funding and general inflation made it difficult for College officials to budget into the next year. After one year of operation at the new campus, it was apparent that maintaining fiscal solvency and running a first class school was very much in question. In 1968 the Board opted to put a millage increase to the voters in the November election.[81] The results were devastating: the proposed two-mill increase had been defeated by a count of 22,665 to 7,471.[82]

In the next twelve years, millage proposals went down an additional eleven times. The assessment of the *Citizens' Survey* that the public did not have any "outstanding tendency or willingness" to support school tax issues was proven true.[83] Everything was tried: special elections were called; the amount of the proposed increases varied from time to time; and every campaign strategy was employed. Nothing seemed to work. Sometimes the vote was close. "In May, 1976, the College lost a .5-mill request by 173 votes; in August, 1976, a .5-mill lost by 227 votes; and in March, 1977," the same proposal lost by 122 votes.[84]

Evaluations of the College by North Central Association visiting teams in 1975 and 1980 placed the problem in a larger educational perspective. The earlier group noted that there had been no increase since the original millage and that seven referendums had failed on the issue since then. They judged that "the institution must secure additional local millage support if it is to have a financial base necessary for further program development."[85] The words of the 1980 team were even more apprehensive. "The current sources of income," they wrote, "do not provide assurance of meeting the long-term operating budgetary needs of the college." Since an increase in State funding was unlikely, "the college must either seek additional income from federal sources, increase tuition, or obtain a voter-approved increase in the local tax levy." The evaluators noted that a millage increase was scheduled to appear before the voters in the May Presidential primary. If approved, the one-mill increase would provide income

> sufficient to permit the college to meet its current and anticipated operating budget needs and to allow for some expansion in programs and services. If it does not pass, the college will face increasingly severe financial constraints which will ultimately affect its ability to accomplish its stated mission. Without a doubt, maintaining the adequacy of its financial resources is the greatest challenge facing this college in the immediate future.[86]

The trustees, College officials and employees and concerned citizens "cranked-up" for the May election. Only 13 percent of the

voters went to the polls, and the measure was defeated 4,921 - 3,974.[87] At their June 23 meeting, the Board discussed the defeat and decided to have a thirteenth go at raising a millage in the August 5 primary.[88] There was no real reason to believe that this attempt would be any more successful than the preceding twelve. The students were out of school at the time; and the administration, faculty and staff were reluctant to labor one-more-time for a losing issue. Perhaps the most encouraging note was that the Monroe County Library System's millage was on the ballot. This organization had had a long history of passing their levies with large margins, and it was hoped that their constituency would also vote for the College. When the votes were counted, the Library had won its millage renewal by a 2-to-1 margin, and the College's request had passed by two votes. The final tally was 6,423 yes and 6,421 no.[89] It is certain that if the College had succeeded in finishing the final phase of construction, the millage would not have passed. The district would have had a finished campus but inadequate funds to operate the facility.

There are many stories involved in the building of a campus for Monroe County Community College. Some are exceedingly complex; but all reflect, in some measure, the interplay between various levels of government and private enterprise. The sewer problem, discussed in detail, was illustrative of the need for cooperation between all groups. This particular project, for example, brought together, for the first time in a written agreement, the City and the townships.[90] Federal programs, a genuine need, State cooperation and the promised construction of a campus brought sewer and water lines, not only to the College site, but to residents, businesses, and other agencies along the route. The campus, in turn, was a major consideration in the decision of the Board of Supervisors to construct a new bridge over the River Raisin in 1966 at Raisinville Road.[91] College traffic was *the* factor in the paving of Raisinville Road in 1970.[92] The point is that the construction of a campus had a "ripple effect" in generating improvement of many kinds that benefitted the county and its citizens.

The water line, the sewers, the site, the buildings, each required the successful running of federal, state and local financial mazes. In this sense, the development of Monroe County Community College is similar to the creation and evolution of public two-year institutions across the nation. Monroe, of course, was fortunate in having committed and capable individuals at the helm. Never in its history

was election to the Board of Trustees used as a springboard to higher political office. The prime focus of the trustees was always the College itself. While they undoubtedly made a few errors along the way, by and large their efforts were eminently successful. Twenty years after its founding, a sufficient and well-kept campus stands on the site deeded by the County Supervisors; and the institution is in sound financial shape. Despite the pitfalls of federal and state funding programs and the hesitation of the electorate to support the College, it does exist.

Notes

[1]*A Self Study Report for North Central Association* (Monroe, MI: Monroe County Community College District, 1980), p. 2.

[2]"Community College Survey Is Detailed," *Monroe Evening News*, 18 September 1963.

[3]Marian Childs Collection, Monroe County Archives, Monroe County Historical Museum; *Citizens' Survey of Monroe County Community College Possibilities* (Ann Arbor, MI: University of Michigan, 1963), p. 129.

[4]*Citizens' Survey*, op.cit. p. 117, and p. 129, and Monroe County Community College Board of Trustees Minutes, 24 August 1964, in MCCC Archives.

[5]*Citizens' Survey*, pp. 118-26, op.cit.

[6]Trustees' Minutes, 24 August 1964, op.cit.

[7]*Citizens' Survey*, p. 129, op.cit.

[8]Julia B. Sohnlein to William Braunlich Jr., 24 September 1962; and Julia B. Sohnlein to Lawrence A. Lark, 15 October 1962, in "Correspondence and Data Pertaining to Establishing Monroe County Community College," in the President's Office, Monroe County Community College.

[9]Interview with Fred Gruber, Monroe County Community College, 30 April 1984.

[10]Warren J. LaBeau to Monroe Community College, c/o Delton Osborn, 25 August 1964 in Trustees' Minutes, 31 August 1964, in Office of the President, Monroe County Community College.

[11]Resolution in Trustees' Minutes, 31 August 1964, op.cit.

[12]"Community College Site Offered," *Monroe Evening News*, 24 August 1964.

[13]Trustees' Minutes, 5 October 1964, in MCCC Archives; and "College Accepts County Land," *Monroe Evening News*, 5 October 1964. Two sites, closer to the county's geographic center seemed particularly desirable. Both in Ida Township, one was adjacent to the Ida Public School buildings, and the other at M-50 and Lewis Avenue.

[14]Trustees' Minutes, 20 July 1964, in MCCC Archives.

[15]Trustees' Minutes, 9 November 1964, in MCCC Archives, and "College Board Discusses Soil Tests of Proposed Site," *Monroe Evening News*, 9 November 1964.

[16]Trustees' Minutes, 23 November 1964 and 1 February 1965, in MCCC Archives.

[17]Trustees' Minutes, 14 June 1965, in MCCC Archives.

[18]Trustees' Minutes, 31 August 1964 in MCCC Archives.

[19]Trustees' Minutes, 31 August 1964 in MCCC Archives.

[20]"City Details Sewer Plan at Meeting," *Monroe Evening News*, 13 August 1965.

[21]Trustees' Minutes. 19 July 1965, in MCCC Archives and Water Line and Sewage System folder, Office of the President, MCCC.

[22]Trustees' Minutes, 19 July 1965 in MCCC Archives.

[23]Trustees' Minutes, 20 October 1964; 3 May 1965; 2 August 1965; 10 January 1966; 28 February 1966; 14 March 1966; 28 March 1966; 27 June 1966 in MCCC Archives; "Community College Site Sewer Discussed," 26 October 1964; "College Board Discusses Soil Tests

of Proposed Site," 9 November 1964; "Supervisors Back in Sewer Plan," 17 August 1965; all in *Monroe Evening News*.

[24]"Community College Site Sewer Discussed," 26 October 1964; "College Board Has Sewage Talks," 9 February 1965; "City Details Sewer Plan at Meeting," 13 August 1965, all in *Monroe Evening News*; Trustees Minutes, 14 September 1965; 2 August 1965; in MCCC Archives.

[25]Trustees' Minutes, 16 August 1965, in MCCC Archives.

[26]"Two EDA Projects Started," *Monroe Evening News*, 1 June 1966.

[27]"EDA Grant Pleases Officials," *Monroe Evening News*, 1 June 1966.

[28]Ned Bell, "Monroe County Takes Advantage of Federal Water, Sewer Grants," *Toledo Blade*, undated clipping in Building and Site Folder, MCCC Archives.

[29]"Raisinville Water Hearings Are Held," 1 September 1966; "Bids Opened on Sewer Extension to College," 28 July 1967; both in *Monroe Evening News*.

[30]"Bids Are Opened For First EDA Project in County," *Monroe Evening News*, 14 October 1966.

[31]"Two EDA Projects Started," *Monroe Evening News*, 5 November 1966.

[32]"College Waits While Officials Unsnarl Sewer Line Tangle," *Monroe Evening News*, 19 July 1968. There was a minor difficulty when members of Monroe Plumbers & Pipe Fitters Local 671 prohibited city employees from bringing pipe on campus. Mayor Mortin Cohn maintained that it was the city's right to lay its own main but relented to the union to avoid delays that were critical to the College's construction schedule. See "City Bows to Union Aids College," *Monroe Evening News*, 16 August 1966.

[33]"Mayor Discusses Sewer Planning," *Monroe Evening News*, 13 June 1967.

[34]Ibid.

[35]"College Sewer Line Funds Are Released," 20 June 1967; "College Sewer Funds Released—From Local Scene," 24 June 1967, both *Monroe Evening News*.

[36]"Bids Opened On Sewer Extension to College," *Monroe Evening News*, 28 July 1967.

[37]Ibid.

[38]"Laying of Sewers to College Starts," *Monroe Evening News*, 30 September 1967.

[39]"College Gets Going Despite Inconvenience," *Monroe Evening News*, 30 October 1967.

[40]"Sewer Extension Problems Probed," *Monroe Evening News*, 22 March 1967.

[41]"Further Delays in Sewer Line to College Loom," *Monroe Evening News*, 20 April 1968.

[42]Ibid.

[43]"Work Stops on Sewer to College," *Monroe Evening News*, 22 April 1968.

[44]"County Acts to End College Sewer Pact," *Monroe Evening News*, 23 April 1968.

[45]"College Sewer Line Accord Seen Possible," *Monroe Evening News*, 7 May 1968.

[46]"College Waits While Officials Unsnarl Sewer Line Tangle," *Monroe Evening News*, 19 July 1968.

[47]Ibid.

[48]"Burton Looking For Company to Finish Job," 18 July 1968; "Four Firms Decline Job on Sewer," 24 July 1968 in *Monroe Evening News*.

[49]"Burton To Go To Wayne For Sewer Talks," 25 July 1968; "County Gets Plan Offered by S & S," 27 July 1968 in *Monroe Evening News*.

[50]"College Waits," op. cit.

[51]"Suit Won't Bother College Sewer Work," *Monroe Evening News*, 4 September 1968.

[52]"Burton moves to Get Sewer," *Monroe Evening News*, 6 September 1968.

[53]"Cost of Sewer Line Has Increased," *Monroe Evening News*, 24 September 1968.

[54]"County Unit Okays Proposal For College Sewer," *Monroe Evening News*, 22 October 1968.

[55]"State Approval of Bonds Slows College Sewer," *Monroe Evening News*, 13 November 1968.

[56]"Work Finally Starts Again On College Sewer Project," *Monroe Evening News*, 18 December 1968.

[57]"Sewer Project Delay Expensive for College," *Monroe Evening News*, 26 October 1968.

[58]"Strike Stymies Work On College Sewer Line," 2 December 1968; "Pact Agreement Could Mean Resumption of Sewer Projects," 5 December 1968; both in *Monroe Evening News*.

[59]"Work Finally Starts Again On College Sewer Project," *Monroe Evening News*, 18 December 1968.

[60]"College Sewer Connection Nearing," *Monroe Evening News*, 12 December 1969.

[61]"Sewer Line to College Is Nearing Completion," *Monroe Evening News*, 25 October 1969.

[62]"Work on Pump Slated Monday," 13 November 1969; "College Sewer Still Delayed," 12 December 1969; both in *Monroe Evening News*.

[63]"College Sewer Line Operating," *Monroe Evening News*, 20 December 1969.

[64]Trustees' Minutes, 22 June 1967, in MCCC Archives; Edwin Dwyer to Dr. Ronald Campbell, Memorandum, 14 May 1969; and E. O. Dwyer to Dr. Ronald Campbell, Memorandum, 20 May 1969; in Water Line and Sewage System, Presidents Office, MCCC.

[65]*Citizens' Survey of Monroe County Community College Possibilities* (Ann Arbor: University of Michigan, 1963), pp. 141-42.

[66]Trustees' Minutes, 27 July 1964, in MCCC Archives.

[67]Trustees' Minutes, 30 August 1965 in MCCC Archives. Originally, the bonds, sold in the denomination of $5,000 each, were to bear 4 percent interest. This was amended at the 7 March 1966 meeting to read 5 percent. Trustees' Minutes, 7 March 1966, in MCCC Archives.

[68]Trustees' Minutes, 14 March 1966, in MCCC Archives, and "College Board Budgets 5 Million for Campus," *Monroe Evening News, 14 March 1966*.

[69]*Trustees' Minutes, 5 May 1966, in MCCC Archives and "College Building Bids Opened - With A Shock," Monroe Evening News*, 5 May 1966.

[70]Interview with Ron Campbell, Monroe County Community College, 25 April 1984.

[71]Interview with Tim Bennett, 24 May 1984, Monroe County Community College.

[72]"750,000 Grant to Community College Listed," *Monroe Evening News*, 17 February 1967.

[73]Trustees' Minutes, 13 June 1966, in MCCC Archives and "College Sets June 26 For Breaking Ground," *Monroe Evening News*, 13 June 1966. Not all the buildings were ready for use when students appeared on campus October 2, 1967. The technology buildings were completed, and all classes were held in those facilities in the first semester. The Student Services Administration Building was opened during the Fall term, but the Learning Resources Center was not ready for use until the next semester.

[74]Trustees' Minutes, 11 October 1965, in MCCC Archives, and Monroe County Community College Bulletin, 1966-68 in Office of the President, MCCC.

[75]Trustees' Minutes, 9 September 1968, in MCCC Archives.

[76]"New Building For College In Prospect," *Monroe Evening News*, 21 June 1969; Trustees' Minutes, 28 July 1969 in MCCC Archives.

[77]Trustees' Minutes, 23 February 1970, in MCCC Archives; "College Awards Building Pact," *Monroe Evening News*, 24 February 1970.

[78]Trustees' Minutes, 22 March 1971, in MCCC Archives. At their 26 July 1971, the trustees reduced the general fund transfer to $320,900, see Trustees' Minutes, 26 July 1971, in MCCC Archives.

[79]Trustees' Minutes, 27 June 1977 in MCCC Archives; and "College Seeking Building Plans," *Monroe Evening News*, 28 June 1977.

[80]Trustees' Minutes, 15 May 1978, in MCCC Archives; "MCCC Board Okays Bonds, Construction," *Monroe Evening News*, 16 May 1978, p. 1A. At their 27 February 1978 meeting, the Board issued $1,700,000 in Building and Site Improvement Bonds. This was a necessary move. A new power plant system was constructed from these funds, the parking lots were resurfaced, and other necessary repairs were made. See Trustees' Minutes, 27 February 1978, in MCCC Archives.

[81]Trustees' Minutes, 22 July 1968 in MCCC Archives; and "College Requests Millage," *Monroe Evening News*, 22 July 1968.

[82]"College Trustees Discuss Defeat of Millage Issue," *Monroe Evening News*, 11 November 1968.

[83]*Citizens' Survey of Monroe County Community College Possibilities* (Ann Arbor: University of Michigan 1963), p. 145.

[84]"College Wins By Two Votes, Library by 2-1," *Monroe Evening News*, 6 August 1980, p. 1.

[85]Report Of A Visit To Monroe County Community College, Monroe, Michigan, March 10-12, 1975, p. 3, in MCCC Archives.

[86]Report Of A Visit To Monroe County Community College, Monroe, Michigan, February 4-6, 1980, p. 22, in MCCC Archives.

[87]"Bush Wins By A Landslide; College Issue Is Defeated," *Monroe Evening News*, 21 May 1980, p. 1.

[88]Trustees' Minutes, 23 June 1980, in MCCC Archives.

[89]"College Wins By Two Votes, Library By 2-1," *Monroe Evening News*, 6 August 1980, p. 1.

[90]"City Completes Part Extending Sewers, Water," *Monroe Evening News*, 19 July 1966.

[91]"Board Okays Funds For Bridge Over Raisin," *Monroe Evening News*, 17 March 1966.

[92]"Raisinville Road Paving Work Starts Tomorrow," *Monroe Evening News*, 28 July 1970.

4

CREATING A COLLEGE

Monroe County Community College students who transfer to Eastern Michigan University have the "best record of all community college transfers for keeping their grade point averages up," according to James H. Brickley, President of EMU.

"EMU Chief Has Praise For MCCC,"
Monroe Evening News, 24 November 1976

In the process of demonstrating its credibility, Monroe County Community College experienced the same kinds of difficulties and transitions that visited other college campuses. Between 1964 and 1984 most of the issues and events impacting on Monroe also affected other two-year institutions. In particular, the perennial problem of "image" plagues community colleges across the nation. Questions raised often involved the credibility of courses, and a certain stigma was attached to faculty and students at "junior" colleges. Were the two-year institutions really comparable to the four-year colleges and universities, or were they simply glorified high schools for those who lacked funds or ability to go elsewhere? The issue of respectability was a difficulty for Monroe County Community College in its first years.

The question of beginning classes touched on this problem. A significant element of public opinion in Monroe expected that once the district was formed classes would begin almost immediately. Virtually "everything" remained to be accomplished in this vein when the *Monroe Evening News* addressed the question in its editorial platform for 1965. Repeated in the following month, the commentary urged "that Monroe County Community College be started by September, 1965, in temporary quarters and with an improvised program, if necessary, for freshman students."[1]

The Board of Trustees was completely taken aback by the suggestion. On January 4, they requested that JS Gray, editor of the *News*, attend their next meeting to discuss the issue.[2] They pointed out that "no policy regarding the starting of a program had been

adopted." The newly hired president was not scheduled to begin duties until March; and there were no deans, lower level administrators, faculty or support staff on-board. There was no facility, and no curriculum had been developed. Even under the best of circumstances, it was impossible for classes to begin in the Fall. "Consultants who had helped establish the community college district" viewed so early a move as undesirable. Furthermore, they were concerned that the editorial "statement might hinder planning of the college program."[3]

The proposed conference did not take place. JS Gray did not attend any of the Board meetings and continued to press for a 1965 opening of the College. In the meantime, the trustees and new president maintained the position that classes should not begin until a facility was built.[4] Ronald Campbell, the College's first chief administrator, was particularly apprehensive. Ten years at Henry Ford Community College, first as a teacher and then as the Dean of Instruction, had prepared him well for putting together a campus, staff and curriculum. Time was a necessary element in building a new College. Campbell was especially sensitive to the problem of respectability. He did not want the experiment to fail as a result of beginning prematurely. His experience made it clear that institutions that started early on an improvised basis "carried the stigma of being second-rate" operations. There was little control over teachers and curriculum; and under these circumstances, it was nearly impossible to establish "sound educational standards in the school."[5]

With the passage of time and a number of informal meetings among Board members, the president, and the *Monroe Evening News* staff, the differences were worked out and an accommodation was reached. It was agreed that if suitable facilities could be located, classes would begin in the Fall of 1966.[6] Questionnaires regarding buildings were sent to the superintendents of all county school systems.[7] Fortunately, one of the College trustees, Norman Capaul, was also a member of the Ida Public Schools Board. Mr. Capaul secured the close cooperation of Ida's Superintendent, Harry Firestone; and a rental contract was signed to use Ida High School.[8] Per this agreement, College classes were to be held from 4:30 to 10:00 p.m. Monday through Thursday at Ida High for the 1966-67 school year.

Meanwhile, the College operated out of its leased suite of offices on the second floor of the Long Building, above Weisel's Drug Store, at 2 East First Street in the city of Monroe.[9] By the end of 1966, when a full complement of employees were at work, quarters

were getting rather cramped. Fred Gruber, an original trustee, remembered a "desk-to-desk" situation.[10] By August, there was no longer space for the Board; and the trustees held their meetings at Dorsch Library.[11] The administrative center was far removed from the location of classes; and some personnel "couldn't believe that the College would 'get off the ground.'"[12]

Of course, it did. The decision of the trustees to stay in line with the fundamental community college philosophy of offering a good education at a low cost repaid dividends when enrollments were opened for the Fall semester in February, 1966. The resident tuition fee of $8 per credit hour per semester proved attractive.[13] When classes began at Ida on September 6, 469 students had been interviewed by counselors, completed physical examinations, and taken placement tests as part of the registration process.[14]

The most important task facing Monroe during its initial year was to establish credibility in the community. The early enthusiasm shown by students could be quickly dampened if the administration, staff, or course offerings were seriously called into question; and the entire future of the College would be endangered. In fact, the situation was rather delicate. Despite efforts to provide a comprehensive community college curriculum, the facility was obviously inadequate. The majority of the technical and career courses had to wait until the completion of the Raisinville campus.

Necessarily, the predominant emphasis during the college's first year of operation was on transfer courses. Most of the sixty-six classes offered in the first semester were geared to students who desired to continue their education beyond the associate's degree at some four-year institution.[15] Important to note is that the majority of the course load was carried by Monroe's twelve full-time faculty.[16] In this way, College officials insured that the continuity and quality of the institution's programs were always under control.

If enrollment is used as a measure, the College's first year of operation was a great success. A large proportion of the students who had taken classes in Ida registered for the Fall, 1967, semester when the new campus opened. There was also a large number of first-time enrollees. The final tally revealed that the College's headcount had more than doubled.[17] Despite all the uncertainties, the temporary arrangement at Ida High School had done nothing to damage the College's reputation. Monroe's administration and faculty had demonstrated their competency in the institution's initial year.

Without question, one of the best barometers of a College's credibility is enrollment. Prospective students are extremely reluctant to matriculate at institutions where degrees and the transferability of courses are at issue. Despite some minor up-and-down fluctuations in headcount in the 1970's, the general trend at Monroe has been upward; and the College has been an outstanding success in this regard. Indeed, the demand for locally provided post-secondary education in the county has been higher than predicted. In 1963, the *Citizens' Survey* estimated that College enrollment in 1972 would be between 1253 and 1354 students.[18] The actual figure was 1676.[19] In the Fall of 1983, nearly 3,000 students registered for classes.

To be sure, the demographic profile of Monroe's student body has changed greatly in the last eighteen years. When the College opened, the average age was nineteen. There were considerably more males than females. Most students attended full time; and after the campus was in use, the preponderant majority took daytime classes. Seventy percent were on college transfer programs, and the remainder sought terminal degrees. In the early 1970s, there was a large complement of veterans. Finally, prior to the creation of Wayne County Community College, about one-third of the students were drawn from the downriver area.

Currently, twenty-six is the average age. Females outnumber males. The majority of students are part time, and an increasing percentage attend evening classes. Sixty percent are enrolled in the career or vocational curriculum, and only forty percent are in transfer programs. In addition, the number of veterans has declined markedly. Finally, only about three percent of our enrollment is from Wayne County.[20]

Of course, these transitions reflected larger regional and national social processes and forces. In a sense, the experience of Monroe County Community College mirrors much of American history in the last twenty years. For example, the first enrollment surge in the 1960s was a direct response to the Vietnam War and the draft. Thus, in this time period, men outnumbered women at Monroe; and the average age of students was quite low. The veteran enrollment, which peaked in 1976-77 at the College, meant that those who had served in the armed forces during the Vietnam era were using their G.I. Bills before the time limits expired.

Changes in the economy and job market also affected the composition of Monroe's student body. As unemployment rose, so did enrollments at Monroe County Community College. The "Michi-

gan depression" of the early 1980s was reflected in a sharp upsurge in headcount. Between 1980 and 1983, enrollment jumped from 2151 to 2937. Many individuals unable to find jobs or "laid-off" entered school with the idea of upgrading their skills and increasing their changes for employment. This, in turn, resulted in an increase in the average student age.

Just as important were the changes in role expectations for women. The cumulative effects of the Women's Movement, the prevalence of the two-income household, and the growing recruitment of women into the work force was reflected in the increased number of females taking classes. The high divorce rate, and the new "career orientation" of women also had an impact. Indeed, if Monroe's enrollment patterns are indicative, "professionalization" has become a predominantly female domain.

The foremost mission of a community college is to answer the needs of its students. Within this context, Monroe has always worked toward providing its students with a comprehensive curriculum and an array of activities that makes for a rich "college" experience. Most noticeable in recent years have been changes and adjustments in program.

On the positive side, there has been a virtual "explosion" in the number of people seeking career and vocational training. In the business area alone, enrollment increased by 97.5 percent from the Fall of 1975 to the Fall of 1983. As a result, four full-time professionals, three full-time para-professionals and several part-time instructors were added to the staff.[21] New technologies, especially those involving the micro-processor and micro-computer, have has a decided impact on the business and technology divisions.

The increased student demand in these areas has resulted in significant capital outlay to keep up with the latest information processing procedures and techniques. For the fiscal year 1983-84, "the College spent $100,000 alone for thirty microcomputer units and for word processing and data processing at the South Center [Bedford] and on the main campus."[22] Recent College catalogs reflect new courses in data and word processing, computer programming and computer assisted drafting. The days of the slide rule, vacuum tube and key punch are gone, and the days of the typewriter are numbered.[23]

The course needs of its students have always been a focal concern of the College. Monroe has tried a number of scheduling strategies to answer the demand for classes. Between 1976 and 1980, several

courses were offered through the *Monroe Evening News* and the College. The first summer school was opened in 1968. Saturday courses were instituted in the mid-seventies and have continued on a more or less permanent basis. The so-called interim session of 5 ½ weeks, inaugurated in the 1969-70 school year between the Fall and Spring semesters, has not lasted. Originally intended as an innovative mini-semester with new kinds of courses and teaching techniques, the interim enrollments languished. The courses did not prove popular because most of the students desired to take the more traditional "credit" offerings, and the January-February calendar created timing problems with those who desired to transfer to four-year institutions. Currently, the College calendar includes two fifteen-week semesters in the fall and winter and two six-week sessions in the spring (formerly interim) and summer.

The College has continued to respond to new occupational opportunities by instituting terminal degree programs in a variety of areas. College officials have kept abreast of trends in the job market and have provided their students with career curricula that have led to employment. Within the last decade, the Board has authorized two-year programs in environmental technology (1972), nursing (1973), labor studies (1974), automotive service mechanics (1978), materials management (1978), respiratory therapy (1979), radiologic technology (with Jackson Community College) (1979), computer operations (1980), welding technology (1981), culinary skills and management (1981), word processing (1981), child care technology (1982), and social work (1982).

National trends in education have impacted on Monroe's course offerings. Despite President Campbell's commitment to the liberal arts as part of the comprehensive community college curriculum, the area has experienced declining student interest at Monroe. Undoubtedly, this reflects the lessening of requirements at the four-year schools. Even Monroe's transfer-oriented students have opted not to take some of the more traditional classes. This is especially true with the language and music courses. The fact that history is now an "elective" at most higher level colleges has spelled a decrease in enrollment in this field. However, the recent nation-wide emphasis on the need for "skills" and understanding in a wide range of areas promises a swing back to the liberal arts curriculum.

Not only program, but staffing is an important consideration in the evaluation of the "worth" of an institution. Like many other colleges that are faced with stringent fiscal realities, Monroe has

employed more part-timers in recent years. There are currently fifty-five full-time faculty, and the school contracts with approximately eighty part timers during each fall and winter semester. However, the majority of the course load is still carried by the regular faculty; and control, continuity and excellence of program is maintained.[24] Of the full-time faculty, eight have a Ph.D. or its equivalent, and four have had texts or monographs published in their field of study. Most have memberships in the professional associations in their area of study. By any measure, Monroe County Community College possesses an excellent faculty.

In fulfilling its mission as a "community" college, Monroe has offered many non-traditional courses. The Continuing Education/ Community Services division has provided both credit and non-credit classes for its students. "Most continuing education courses have been independent activities, separated from the career or college transfer programs."[25] Some of the College's largest increases in enrollment have been realized in this area. In large part, the adult who has a special interest or a desire to upgrade working skills has been the focus of activities in this area. Although "substance" courses were always part of the curricula, most of the classes in the 1960s and early 1970s centered around the hobbies and personal interests of students.

Typically meeting for only a few weeks during the semester, continuing education courses often reflected interests and fads that were "current" on the national scene. Indeed, the curricula in this time period mirrored popular culture in the United States. For example, chess classes were in vogue when America's Bobby Fischer was vying with the Russians for the world championship.[26] Instruction in the finer points of wig care and selection, concerns of a by-gone era, were once important. Alleged UFO sightings in 1975 generated a nine-session course.[27] The transition from disco to aerobic dancing was quickly made as interest in that area shifted.

In recent years, emphasis has changed to seminars and courses in in-service training, professional development and skills improvement. Courses in job improvement have included Supervising People, Time Management, and Financial Planning. Most important in this direction have been the linkages established with the local community through the Job Training Partnership Act and Private Industry Council. Special programs have been designed to meet the specific needs of businesses in the area. Courses have been given in conjunction with Ford Motor Company, La-Z-Boy, Monroe Bank and Trust and Guardian Industries in Carleton.[28]

Throughout its history, Monroe County Community College has spared no effort to reach its potential clientele. Since the campus opened in 1967, Monroe has experimented with offering classes in other locations. In 1969, several courses were offered in Bedford; in 1975, the Tecumseh School Board asked the College to provide some classes; and in 1978 a program was arranged for students in the Carleton area at Airport High School.[29] Although a failure in the short run, the Bedford Center proved to be the only successful venture. In 1980, the College leased a portion of the Temperance Road facility from the Bedford Public Schools: and since then, enrollments have been steady or increasing. The South Extension has become a permanent fixture in the institution's operation. "Students are now able to make suitable progress toward a degree at the Center which makes the trip to the main campus to finish a program a more alluring proposition."[30]

To be sure, not all of the College's activities have been "course" oriented. Despite the difficulties inherent at a commuting institution for creating a "campus atmosphere," Monroe students have had a variety of on-site activities open to them. In the early years, the veterans, radio enthusiasts, and D.E.C.A. and O.E.A. students had active clubs. Currently, student organizations include the Older Wiser Learning Students (OWLS), the Baptist Student Union, and the Respiratory Therapy, Nursing, and Ski clubs. Initially a social group, the student council has recently sponsored the noon concert series, a blood drive, a children's film festival, a fund drive for the Arthur Lesow Community Center Camp and the Sweetheart's Ball.[31]

Other College activities have drawn not only the attention of the students but of the larger community. It is safe to say that Monroe County Community College has provided a "new dimension" to life in general in Monroe County. A highly successful athletic program drew the attention of Monroe citizens from its inception in 1966 to its cessation in 1980. "The basketball team were champions of the Eastern Conference of the MCCAA in 1973 and co-champions in 1974, 1976 and 1978. The baseball team achieved the honor of conference champions in 1977."[32] Three athletes attained All American honors: Joe Caruso was selected in cross country, and James McElroy and Kenny Cunningham were picked in basketball. "In the sport of golf, Frank McAuliffe III was the MCCAA State Tournament Medalist in 1977."[33] Two individuals, James McElroy and Bill Laskey, played professional sports, basketball and baseball respectively, after attending Monroe.

A wide variety of events sponsored through the years has drawn community attention and helped to establish Monroe County Community College as the cultural center of the area. Except for somewhat of a hiatus in the mid 1970s because of financial difficulties, the College has provided Monroe's citizens with first-rate learning experiences and entertainment. Green Beret Barry Sadler, who had a number one hit tune in 1966, was at the top of his career when he appeared before audiences in the Ida High Gymnasium in the Spring of 1967.[34] The future held much in store for "Bob Seger System plus Stacy Grey" when they entertained the community at St. Mary's Academy Auditorium in 1970.[35] Other notables who performed or talked to College crowds were Drew Pearson (1968), John Carradine (1968), Ralph Nader (1968), George Plimpton (1969), Sydney Harris (1970), Dick Gregory (1971), Lou Gordon (1973), John Dean (1981), and Fat Bob Taylor (1983). The Toledo Symphony Orchestra and Army Band were attractions in the 1970s.[36]

Great changes have occurred in the last twenty years regarding what is thought to be entertainment or culture. Current audiences are no longer satisified with simple passive roles. Rather various new forms of cultural-educational activities have evolved to bring event attenders into more active roles. Monroe's Campus-Community Events Committee has moved with the times in providing gastronomic extravaganzas for its constituency. The Elizabethan Christmas Feast (1983) and Mardi Gras celebration (1984) were immensely popular. Dinner theatres at the campus have also been sellouts.[37]

In a larger sense, the College has insured that its constituency has remained within the mainstream of American culture. The Wo/Men's Conference, offered for six consecutive years on campus, for instance, has provided the community with an invaluable resource for understanding sex role changes in society. The Fairmont Theatre of the Deaf (1984) sensitized people to the problems of individuals with that "handicap."[38] In all these arenas, Monroe County Community College functioned to fulfill its role as a resource for the entire community.

On numerous occasions, College officials opened up the campus to events and activities not sponsored by the institution. Rev. Francis Fenton spoke under the auspices of the John Birch Society in 1970.[39] The Monroe Environmental Action Committee used the campus as a site for the collection of glass for recycling in the early 1970s.[40] The State chess tournament was held at the College in 1974.[41] Old

French Town Days, a county ethnic festival, took place on the campus between 1978 and 1982. The College was the location for the Tisch tax debate and a Weimaraner breed dog competition in 1980.[42]

Indeed, it seems that in recent years, if any important county or community activity is scheduled to transpire, thoughts turn automatically to the Raisinville campus as the best place to go. The staff in the Continuing Education/Community Services area are constantly phoned by all manner of groups and organizations, and their queries are: "Where is there a room?" and "Could we hold our event on the MCCC Campus?" If the request is made well ahead of time, space is usually available. The centrality of the College, not only in terms of geography but in people's minds, was undoubtedly important in the decision to make the campus Detroit Edison's Joint Public Information Center for the Fermi nuclear facility in 1981 and in the designation of the site as the disaster center following the flooding of the River Raisin in March, 1982.

As an institution of higher education, perhaps one of Monroe County Community College's most important tasks was to gain accreditation from the North Central Association of Colleges and Schools. Failure to gain approval from this outside agency would not only "taint" the school's course offerings and make application for certain federal grants impossible, but would call into question the "worth" of the College's degrees. Monroe has been visited on four occasions by North Central teams: 1969, 1971-72, 1975, and 1980. The first group recommended "candidacy status," and the second granted full accreditation for a three-year period.[43] The result of the third and fourth visits were five and ten-year accreditations respectively.[44]

This accreditation means that virtually all of Monroe's transfer credits are accepted by four-year institutions nationwide. Within the State and general geographic area, Monroe enjoys an especially fine academic reputation. There are few concerns about the quality of Monroe's transfer students. Specific course transferrability is guaranteed through various MACRAO (Michigan Association of Collegiate Registrars and Admissions Officers) agreements with other State of Michigan colleges and universities. Michigan, Michigan State, Wayne State and all the other state institutions readily accept the credits earned by Monroe's students. The University of Toledo and the Sherman College of Chiropractic also have specific class "equivalency" agreements with Monroe. In the past few years,

reciprocity arrangements have been made with Owens Tech (1980) in Ohio, and a two-plus-two agreement has been inked with Madonna College (1982).

Various types of data indicate that the "credibility" of Monroe's programs are well merited. A comparison of achievement of transfer students shows that individuals who went on to four year institutions maintained "approximately the same grade point average" that they had at Monroe County Community College.[45] The pass rate for the first time around on the Michigan State Board of Nursing exams has approached the 100 percent mark each year since that program has been in existence. "The traditional academic offerings are built on a solid foundation," and transfer "credits are readily accepted" at the four-year colleges and universities.[46] Professional and career terminal programs have also demonstrated their excellence.

In the twenty years of its existence, Monroe County Community College has forged a reputation for quality for all its programs. Monroe's credibility did not emerge immediately. Establishing a community college district, constructing a campus, putting together a curriculum and enrolling students does not necessarily "make" for an institution of higher learning. Indeed, only hard work and the fashioning, with the passage of time, of an excellent "track record" for governance and teaching has secured Monroe's niche in the community and the educational establishment. Today, Monroe County Community College enjoys a high level of acceptance from all its constituencies. The county of Monroe has a "real" College at 1555 South Raisinville Road.

Notes

[1]"Editorial Platform for 1965," *Monroe Evening News*, 2 January 1965, p. 4 and 10 February 1965, p. 4.

[2]Trustees' Minutes, 4 January 1965, in MCCC Archives.

[3]*Monroe Evening News*, 4 January 1965.

[4]*Monroe Evening News*, 11 March 1965.

[5]Ibid.

[6]Interview with Ronald Campbell, 19 June 1984, Monroe County Community College.

[7]"Community College Will Open in 1966," *Monroe Evening News*, 12 July 1965.

[8]Trustees' Minutes, 13 June 1966, in MCCC Archives. The total cost was set at $17,600.

[9]"College Obtains Offices," *Monroe Evening News*, 26 April 1965.

[10]Interview with Fred Gruber, 30 April 1984, Monroe County Community College.

[11]Trustees' Minutes, 22 August 1966, in MCCC Archives.

[12]Interview with Philip Wigent, 30 April 1984, Monroe County Community College.

[13]Trustees' Minutes, 12 July 1965; 11 October 1965 in MCCC Archives; "Student Fees Estimated," *Monroe Evening News*, 16 February 1966. The tuition per credit hour per semester was set at $14 for out-of-district students, and $20 for out-of-state enrollees. The

activities fee each semester was placed at $5 for full-time students and $2.50 for part-timers. There were also lab fees and a one-time matriculation fee of $10.

[14]"Monroe County Community College Long Range Plan 1982-1984," Monroe County College, 30 June 1983, p. 13; "Steps for Registration Are Listed," *Monroe Evening News*, 16 February 1966.

[15]"Course Outline," *Monroe Evening News*, 16 February 1966. Among the "credit" courses were art, music, accounting, business administration, economics, shorthand, typing, english, speech, math, chemistry, geometry, history, political science, psychology, sociology, foreign language, and drafting.

[16]Trustees' Minutes, 10 January 1966 in MCCC Archives; "County College to Have 10 Instructors," *Monroe Evening News*, 10 January 1966. The salary schedule for the original faculty was comparable to other two-year institutions. There were yearly increments and from 10 to 14 steps for each educational level. The board approved salaries ranging from $5,500 for instructors with a bachelor's degree and no teaching experience to $13,100 for professors with a doctorate and 14 years experience. See "College Lists Salary Rates," *Monroe Evening News*, 10 May 1965.

[17]"Long Range Plan," p. 13, op. cit.

[18]*Citizens' Survey of Monroe County Community College Possibilities* (Ann Arbor: University of Michigan, 1963), p. 136.

[19]"Long Range Plan," p. 13, op. cit.

[20]Memo from Gerald Welch, 16 May 1984, in MCCC Archives. Through the years, the College has serviced these enrollees in many ways. Monroe has provided counseling, job placement, and financial aid assistance to all its clientele. Since 1974, there has been a state approved child-care center on campus. In developing the theme of "credibility," I have elected not to treat these items in the text.

[21]Memo from David McKay, 2 June 1984, in MCCC Archives.

[22]Ibid.

[23]The "computer" also changes the ways in which the College services its own information processing needs. After the purchase of a Burroughs B-1855 system in 1980, "on-line" student registration became a possibility. With this system "in place, student information that once took several days or even weeks to obtain could be easily retrieved in a matter of seconds via computer terminal." In 1981, an automated payroll system was added to the list of services. Since then a Burroughs B-1990 dual processing mainframe has replaced the B-1855 model and remote terminals have been placed at the South Center. The current system promises, with additional programming, to answer all of Monroe's information needs in the foreseeable future. Memo from Jim Ross, 9 May 1966, in MCCC Archives.

[24]Memo from Robert Kollin, 22 May 1984, in MCCC Archives. Usually when a new program has been inaugurated a new full-time person is employed. Currently, Monroe has one of the lowest percentages of part-time faculty among two-year institutions in the state.

[25]Memo from Audrey Warrick, 15 May 1984, in MCCC Archives.

[26]*Monroe Evening News*, 28 December 1970.

[27]*Monroe Evening News*, 25 September 1975, p. 13A.

[28]Memo from Audrey Warrick, 15 May 1984, in MCCC Archives.

[29]Trustees' Minutes, 28 July 1969; 27 January 1975; and 25 September 1978, in MCCC Archives. The initial Bedford experiment was allowed to lapse, and classes were not offered there again until 1977.

[30]Memo from Audrey Warrick, 15 May 1984, in MCCC Archives.

[31]Memo from Joyce Haver, 15 May 1984, in MCCC Archives.

[32]Memo from Lonnie Brunswick, 14 May 1984 in MCCC Archives.

[33]Ibid.

[34]"Green Beret Balladeer To Sing Here," *Monroe Evening News*, 2 May 1967.

[35]*Monroe Evening News*, 9 January 1970.

[36]*Monroe Evening News*, 12 January 1968; 1 May 1968; 17 October 1968; 18 November 1969; 24 February 1970; 18 March 1970; 8 April 1970; 3 February 1971; 19 February 1971; 31 March 1972; 6 December 1973; and 29 September 1981, p. 3A.

[37]Memo from Audrey Warrick, 15 May 1984, in MCCC Archives.

[38]Ibid.

[39]*Monroe Evening News*, 14 September 1970.

[40]*Monroe Evening News*, 29 January 1972.

[41]*Monroe Evening News*, 15 November 1974.

[42]"Dog Day at College," 16 August 1980, p. 3A; "Tax Debate," 24 October 1980, p. 4A both in *Monroe Evening News*.

[43]Trustees' Minutes, 27 September 1971; and 27 March 1972; in MCCC Archives.

[44]Trustees' Minutes, 28 July 1975; and 23 June 1980, in MCCC Archives.

[45]*Basic Institutional Data* submitted by Monroe County Community College, 4 February 1980 to North Central Association of Colleges and Schools, pages unnumbered.

[46]Memo from Robert Kollin, 15 May 1984, in MCCC Archives.

Dr. Ronald Campbell has been Monroe County Community College's only president. (MCCC Archives)

One of Monroe County Community College's most successful career programs has been nursing. (MCCC Archives)

Monroe County Community College has granted over three thousand degrees since its inception. (courtesy of *The Monroe Evening News*)

Monroe County Community College has been more than a classroom to its students and the area's citizens. (MCCC Archives)

Monroe has kept up with the newest technologies in offering its students career programs. (MCCC Archives)

A high level of instruction has always characterized the College. (MCCC Archives)

5

LEADERSHIP

> The [screening] committee [for selecting the president] then made this important decision: that for the best interests of the people of Monroe County, priority in consideration should be given to those applicants who have had experience as members of a staff of a community college.
>
> It was believed that the result would be that such applicants would be indoctrinated with the community college philosophy and would be very familiar with its comprehensive curriculum and also would have a valuable experience in participating in its operation.
>
> Trustees' Minutes,
> 4 January 1965

Building a campus and creating a college do not happen automatically; they require leadership. Leadership requires direction and policy decisions from the Board of Trustees, definition and resolution of a myriad of administrative concerns by the administrators and support staff, and development and delivery of instructional programs by the faculty.

Monroe's success was the consequence of careful planning and the commitment of those involved. Certainly, the various Boards of Trustees that have served the College through the years merit much credit. District employees, whether administrative, instructional or support staff, also deserve recognition for their contributions. Important to note is the length of service and continuity among all these groups. The average tenure of a board member is nearly seven years. Most of the full-time faculty have been with the College for more than a decade. Several maintenance personnel are counted among the original staff at the Raisinville site, and a large number of administrators can trace their time of employment to the initial year at Ida High School in 1966. It is clear that Monroe County Community College has been more than a meal ticket for its employees and more than a political office for its trustees.

Although all of these contributions have been important, the role of the College chief executive officer was crucial. To be sure, the

Monroe experiment would have been tainted from the start had the Board members not selected carefully and wisely. The work of selecting a president spanned a five month period. The newly elected College officials very thoroughly considered each move. Each Board member had administrative or management experience; all understood their fundamental role: policy-making. None desired to "run the show." Instead, they focused their attention and efforts on selecting the right man for the job.

Nothing was left to chance; the decision was too important. On July 13, 1965, the Board appointed a special committee to prepare a statement of "Qualifications" for the president. At each step of the process, the trustees consulted closely with "resource" persons who had been closely involved in the State's community college movement. The Board held special meetings with Dr. Ferris Crawford, Dr. Raymond J. Young, and Dr. Sigurd Rislov to "prepare itself for the task ahead." The result was a "four-page printed leaflet entitled 'Information Relating to the Selection of a President for a New Community College now being Developed in Monroe County, Michigan.'"[1]

No stone was left unturned in the search for a president. Copies of the brochure and suitable cover letters were sent to:

> The directors of the 10 Junior College Leadership Training Centers located in the states of Michigan, California, Florida, Texas and New York;
>
> University placement offices in the states of Ohio, Indiana, Wisconsin, Iowa and Washington;
>
> The executive director of the American Association of Junior Colleges, Washington, D.C., and to other selected persons.[2]

Numerous inquiries were received in the succeeding months. Eventually twenty-four individuals were recommended for the position. Of these, nineteen were applicants.

By the end of the summer, the Board had appointed a special screening committee to review the credentials of the candidates. Within a three month period, the committee met twenty-four times and interviewed seven applicants. At their October 26 meeting, the committee decided that individuals with previous community college administrative experience would receive priority in consideration. After the field was narrowed down to two applicants, the "committee proceeded one step further and made personal contacts with associates of these persons by telephone, letter and personal visits."[3]

In late December 1964, the Board made their choice. Ronald Campbell remembered the evening phone call from Delton Osborn, chairman of the screening committee, offering him the job. He was asked to decide right then and there whether to accept the position. However, there was a problem: the trustees were anxious to be relieved of some of the administrative chores and wanted a new president "on board" in January or February, 1965. But Henry Ford Community College, where Campbell was the Dean of Instruction, was still in a state of transition as a result of the death of Dean Fred K. Eshleman in October. It was impossible for Campbell to take up duties at Monroe until the first of March. Wisely, the committee agreed to wait; and the decision was pushed back to Ron Campbell. After a brief pause he gave his answer: It was yes.[4]

Dean Campbell's credentials and recommendations were superior to any other candidate's. In the view of the Monroe County Community College Board of Trustees, he fit the criteria perfectly. A veteran of World War II, he had been recommended "by the directors of the Junior and Community College Leadership Training Centers of both the University of Michigan and Wayne State University." He was highly regarded by his professional associates and by the administration of the Dearborn Public School System.[5]

Campbell's degree attainments also matched what the Board had in mind. He received a bachelor of science degree from Bowling Green State University in 1950, where he majored in biology, health and physical education. He graduated from the University of Detroit in 1953 with a Master's Degree in School Administration and History. Finally, the receipt of an Ed.D. degree was imminent from Wayne State University. For the latter degree, most of the emphasis had been on community college administration.[6]

No less important were Ron Campbell's career experiences. He was employed by the Dearborn School System in 1950. For five years he taught at Bryant School, where he was also athletic director and department chairman. Campbell also served in the capacity of director of the Bryant adult evening center. From 1955 to 1961 he counseled and taught biology and physical education at Henry Ford Community College. During this period he was also Assistant Director of the adult education programs for the entire Dearborn Public Schools system. Between 1960 and his acceptance of the Monroe position, Campbell served as Dean of Instruction at Henry Ford Community College.[7]

In every way, Campbell was the ideal person for the job. In the words of Delton Osborn:

> He has been associated with a large and successful community college and is well acquainted with the administration of a comprehensive curriculum and with the operation of a large administrative and supervisory staff.[8]

Especially attractive to the Monroe Board were Campbell's credentials in planning a campus. While at Henry Ford, he had worked closely with the architects in the designing of seven buildings. According to a former superior, "He was most effective in assisting with the expansion and development of Henry Ford Community College."[9]

One of the most pressing duties facing the new president was assistance and direction in selecting an architect. At least one architectural concern had inquired about presenting their credentials before the District had formed, and another seventeen petitioned the Board for consideration before a firm was chosen.[10] Before Campbell's first month of employment had passed, he and three other board members were evaluating and screening the various architects.[11] In June, the trustees made visits to Michigan State and Toledo University to gain ideas about architectural possibilities.[12] Finally, on June 28, the President and Board selected Ralph Calder and Associates as Monroe's architect.[13]

Campbell's role in the process of choosing an architect and building a campus was more than ceremonial. During his first year on the job, he spent countless hours with the architect planning facilities that would not only be attractive but functional in the years to come. There was no desire to erect edifices to win design and architectural awards. Utility was a prime concern. This was evidenced when cuts were made on the original plans after the bids came in. No drastic revisions in building design were made. The only changes made, it will be recalled, were those affecting the grade level of the campus grounds, the energy transmission system and other non-structural areas. President Campbell was concerned about the "pillar to pillar" method of adding on to buildings poorly financed, designed, and conceptualized.[14] Such was not the case at Monroe. The final campus design, as approved by the Board, reflected the character of the chief executive officer: open, direct, and unambiguous.

Without question, Dr. Campbell's direction and educational philosophy have had an impact on most areas at Monroe County Community College. His strong academic background and his

commitment to the comprehensive community college ideal have been reflected in the development of the curriculum and support services and the selection of full-time faculty and staff.

In Campbell's view, a community-based college should provide a strong transfer program for students hoping to complete a degree at a senior institution and it should provide comprehensive up-to-date programs in career education for those working toward two-year degrees. The comprehensive community college agenda also would make provision for the development of adult and continuing education classes for those not seeking degrees. Finally, the creation of a student personnel services area designed to supply a broad complement of support and guidance services to assist students in reaching their educational goals would be an important part of the total mission of the College.

In striving for these objectives, Dr. Campbell has been active in the selection process for every administrator and full time faculty member. He participated not only in the review of various candidates' credentials but in the interview stage itself. The result has been an instructional and administrative staff that measures up in every respect to the requirements needed to build, maintain, and meet the changing needs facing a comprehensive community college.

Through the twenty years at Monroe County Community College, there has never been any question about how decisions are made at the institution. "Internally, the decision making process is clearly in the hands of the president and members of his administrative council . . . "[15] Although input and suggestions have always been welcome from every sector of the community and College, there has never been any confusion on the part of the Board, faculty, or support staff regarding their roles in the institution. Ronald Campbell is at the helm.

In terms of style, Campbell is straight-forward and apolitical. There are no other behind-the-scenes machinations nor administrative surprises. Not everyone, by any stretch of the imagination, has agreed with every decision made by Dr. Campbell through the years. Indeed, some second-guessing with the advantage of looking-back indicates that some errors may have been made in the past. It is apparent, for example, that Campbell himself questions not pushing for a bonding issue to complete the campus in the early 1970s.[16] However, the manner in which choices were made has always been up front and clear.

Campbell's administrative style has functioned to keep the trustees in a policy-making framework. Nowhere in the College's history has there been any challenge to his administrative leadership from the Board. Very important decisions have been handled by the administration, on occasion, that "could" have generated division among the trustees. Perhaps the most instructive in this regard was the decision to drop the athletic program in 1980. Extremely popular with certain publics in the community, Monroe's sports program was highly successful in the 1970s. Conference championships in several sports and All-American honors received by several athletes produced a large amount of news copy and focused attention on the College.

The lack of a physical education facility, fiscal realities, problems with staffing and the continued rejection of millages by voters were certainly important factors in cashiering sports. What is significant is that the trustees were informed of the action by memo before the June 3 announcement. Their reaction, conveyed in a *Monroe Evening News* editorial, is instructive:

> A decision by the Monroe County Community College administrators to cut athletics from the college program came as a mild surprise to some college trustees, although they say they have no argument with the decision.[17]

Campbell's straight-forward manner has, on more than one occasion, "defused" a potentially explosive issue involving the College. Operating from a clearly articulated value system, he has, at times, taken positions that were unpopular or controversial. For example, in 1966 the halls of the Capitol in Lansing were ringing with arguments over whether a Communist Historian, Dr. Herbert Aptheker, would be allowed to speak on tax-supported campuses. Dr. Campbell was asked for his stance on the matter. Although Monroe had not yet opened its doors, and it is certain that he could have skirted the issue, his reply was clear and decisive: "If a Communist wanted to speak on our campus, he would have that chance if he complied with the various steps of the [board] policy."[18]

In his statement, Campbell gave recognition to the role of the trustees and gave voice to his position that the free exchange of ideas is important in a democratic society. "If a person is dissatisfied with the status quo," Campbell commented on another occasion, "there is an avenue for creating change. In our society dissent, confrontation and compromise are recognized rights. Violence and disobedience are not."[19]

Within this context, the Board and Campbell, at times, had to deal with the volatile issues of the late 1960s. Campus unrest and the war in Vietnam seemed to tear the country apart, and no community in America was left untouched by these problems. On October 15, 1969, the campus was opened to a war moratorium program. About 70 students and faculty paused for a

> 15-minute program near the flag pole [which] included readings about peace and love and group singing. The flag was lowered to half-staff. Prior to the program, students and some faculty members paraded on the campus carrying a banner with a dove's footprint– symbol of peace– and signs urging peace. Later rock bands performed in the college cafeteria and faculty members spoke about the Vietnam war.[20]

The event was non-violent, and the Board's policy of tolerating legal protest was observed. Campbell's open-forum philosophy was apparent in all these "doings." It was understood, however, that if destructive behavior emerged, appropriate but sufficient force would be used to control the situation.[21]

Campbell's close attention to detail through the years had earned him the respect of all College elements. His insistance on complete documentation and audit trails insured that the College would not suffer from "exposures" of controversies in this regard. What is most remarkable about the institution is that there is *no* dirty linen to be aired in public view. There may have been a "spot" here and there, but all difficulties that promised to make the College a political football were handled in a manner which precluded that possibility.

Perhaps the greatest internal problem faced by Monroe was the division between the faculty and administration in the early 1970s. Throughout Michigan and the Midwest, the era was characterized by the growth in the number of teachers' labor unions and their increased militancy. The release of the entire faculty at Lake Michigan College in 1973 and the discharging of all the teachers at Crestwood the following year were certainly in the minds of administrators and bargaining units throughout the state. Conflicts between the Michigan Education Association and various school boards were common.

The administrative-faculty tensions, which reached a fever pitch between 1973 and 1975, were traced by some instructional staff to their decision in October, 1968, to organize a faculty association to bargain with the Board.[22] During the first two years of operation, Dr. Campbell had attempted to establish an open collegial governance

atmosphere where a union would be unnecessary. Indeed, he and various faculty members had worked closely together in the Spring of 1968 to produce a policies and procedures document that would address everyone's needs. It was Campbell's understanding that the faculty did not desire to organize, and he was taken back when the move was made in the Fall. From his own testimony, Dr. Campbell has indicated that he was very much surprised with the maneuver.[23] To be sure, there did seem to have been anxious feelings arising from this situation.

Nonetheless, it is certain that other more pressing factors were affecting the negotiations in the early 1970s. New union leadership and new bargaining teams on both sides of the table seemed to heighten discord. The perennial money crunch was also crucial. Where would the administration put the funds? Would the faculty have priority? Idle talk about lay offs was rife among the instructional staff, and job security was a major concern. With this strong undercurrent of uncertainties the faculty and administration engaged in some rather heated rounds of dispute during this two-year period.

After a number of bargaining sessions failed to produce a contract in late Summer 1973, both sides prepared themselves for what appeared to be a "strike" situation. At the August 27 Board meeting, President Campbell distributed to each trustee copies of the 1973 MEA Tactical Strike Plan.[24] On returning for classes in the Fall semester, faculty members marched around campus between classes with placards protesting the failure to arrive at a settlement. Various types of strategies, including personal contact with Board members, were used by the faculty association to bring pressure on the administration to bring matters to a close. Efforts at mediation through the Michigan Employment Relations Commission were tried but failed, and the next step was fact-finding. In the meantime, the faculty resumed picketing the campus; and the school was kept open on an "hour-to-hour basis."[25]

At their September 24 meeting, the trustees were told that a telephone call had been received from "Mr. Piper of the *Monroe Evening News* . . . saying he heard that the faculty were going on strike today."[26] The chief negotiator for the administrative team, Dean Gerald Welch, reported that he knew nothing about it and that negotiations were scheduled for that day. Fortunately, an agreement was hammered out; and the Board approved a new master contract on September 27 for 1973 to 1975.

A legacy of "bruised feelings" on both sides seemed to emerge from these negotiations, and in the succeeding months MCCCFA sidestepped the "normal channels" of doing things in bringing directly to the Board's attention several governance issues. At the October 22 meeting of the trustees, the faculty association indicated their displeasure with current policies "related to the Public Relations, Research and Development Office, student recruiting and tuition rates." The MCCCFA leadership made several suggestions on these matters. Dr. Campbell responded by pointing out that these recommendations could only be brought to the "Board for action through the President as the chief executive officer and that he did not appreciate the Association coming to the Board with items for adoption."[27]

The fact that the trustees adopted a new policy on the subject, supporting Campbell, did not stop the faculty association from criticizing the administration. At the November 26 Board session, the faculty association president "spoke to the Board concerning college vehicles and the energy crisis." Clearly an offshoot of the protracted and difficult negotiations, his remarks reflected residual resentment and a divided administration and faculty.

> He stated that the District had claimed "poverty" during the collective bargaining negotiations in 1973 which led to the 1973-75 contract. As a result, he contended that the faculty received the lowest salaries in Monroe County. He recommended on behalf of MCCCFA that the college sell the cars and keep only the two vans, and in light of the current energy crisis if gasoline rationing becomes necessary, he also questioned how the college may keep up its present student enrollment, and whether the college would be ready with plans to adjust the financial status if the student enrollment declines.[28]

The administration's response was clear and constrained. The district was in line with other community colleges on the vehicle matter, appropriate steps would be taken in the event of an energy crisis, and the claim of "poverty" had not been raised by the administration.

Faculty and administration relationships continued to remain "cool" throughout the period of the contract; and it was apparent to all concerned that a new set of negotiations, which began in 1975, would be difficult. A number of grievances were filed by MCCCFA in the intervening period, and as the "time" came to enter bargaining for a new agreement, the faculty again approached the Board by placing various sensitive items on the Trustees' agenda.[29]

If anything, negotiations were even more strained in 1975. Faculty members attended District Board meetings with regularity. The College vehicles, operating millage, administration of Student Personnel Services and the "Board policy of not allowing public reaction to agenda items" were topics of discussion.[30]

When Fall semester 1975 arrived and there was still no contract, tensions began to mount. The faculty marshalled new tactics to strengthen their position. For the October 27, 1975, Board meeting, the faculty association took out a half-page advertisement in the local newspaper "citing what they view as problems at the College and asking the public to attend the meeting." The result was that nearly 150 people attended the session. Instructors also attempted to enlist students in their behalf. A student representative told the Board that he as a student was being denied full benefits of an education he paid tuition for because of the interference of the unsettled negotiations.[31] A picket line had also been set up prior to the Board meeting.

For their part, the administration was determined to maintain the integrity of the District and not lose control over the flow of events. Dr. Campbell had decided that in the event the faculty called a strike, his only recourse would be to "fire" all those not reporting for work. Although he hoped that matters would not reach this point, Campbell was confident that legal precedent was on his side, and that such an action would be sustained in the courts. Fortunately, both sides resumed serious bargaining, and on November 13 the Board approved a new Master Agreement for 1975-77. Mr. Delton Osborn, one of the trustees, best summed up the situation in a statement read to the Board at the meeting:

> I appreciate the fact that during the process of negotiations, . . . we have just been through, . . . deep feelings can be generated.
>
> That as the process continues on and on, and a settlement is not reached, that many persons, representing either side of the issues involved, can experience great concern and severe irritation—approaching the point of frustration.
>
> The road ahead seems blocked and extreme measures of aggressiveness seem necessary.
>
> That's when violence in speech and action often results.[32]

In the end, Osborn pointed out, it was the restrained and good judgment of individuals on both sides that saved the day. Neither the faculty nor the administration had over-reacted, and the College passed through its most trying time intact.

The experienced negotiating teams in the succeeding years never allowed anxieties to reach the same point again. However, the fundamental, underlying problem was still present: financial stringency made the ordering of priorities a very touchy matter. Despite the successful settlement of several contracts after 1975, faculty-administration strain was still apparent in 1980. During the North Central Association visit of that year, faculty members complained about their lack of voice in the governance of the institution. To them, the College forum which was structured into the decision making process was virtually inoperative.[33]

In retrospect, it would appear that the key factor in altering this "climate" was the passage of the additional millage in August, 1980. At present, despite some real differences in position on various issues, there is no bitterness between the faculty and administration. Adequate funding has dissipated any campus negativism. To be sure, this has reflected in the "improved attitude by the majority of the staff in relationship to community awareness."[34] All staff members who have been with the College through this difficult time period understand the changes.

> "We went through a long ten-year period where the words 'improvement' or 'good ideas' were not mentioned. 'Survival,' 'cuts,' 'attrition' were those words used to remind us of our economic condition. During that period we were also trying to pass extra millage issues. Since the additional millage passed, the College has started to grow and renew itself and, in turn, reach out more into the community because funds are available for other things than just necessities."[35]

Through it all, of course, Dr. Campbell supplied effective leadership. Precipitous action at several points along the way, on his part, could have placed Monroe County Community College in deep trouble. Undoubtedly, what sustained Campbell through these difficulties were his leadership style and his grasp of the community-based college philosophy. There was no political intrigue, and there was no uncertainty regarding the school's mission. The educational objectives as stated in the Inaugural Edition of the Monroe County Community College catalog reflected Campbell's understanding of the goals of a "community" college. They are worthy of citation:

> The College was organized to meet the educational needs of the community beyond those provided for in the normal public school systems through the twelfth grade by:
>
> 1. Affording the freshmen and sophomore years of work in the liberal arts and pre-professional fields for those students who wish to transfer to higher educational institutions.

2. Affording one and two-year career programs in business and technical areas for those students who expect to terminate their formal education by preparing for employment at the semi-professional level.
3. Affording programs of general education for the intellectual, cultural and personal development of students wishing to continue beyond senior high school.
4. Cooperating with other school systems, civic groups, educational institutions and organizations outside the community, educational foundations, and with private individuals and corporations in those endeavors likely to result in educational advantage to the citizens of the Community College District.
5. Offering educational services to the organizations and individuals of the community including speakers, resource personnel or material, organization of special institutes or programs, reading lists, educational counseling and testing, etc., as requested.
6. Providing comprehensive professional counseling service to assist the student in the selection and pursuit of an academic program to prepare for an occupational career compatible with his interests, aptitudes and values.

Dr. Campbell has always led Monroe County Community College with these objectives in mind. Indeed, these goals have remained exactly the same in the school's twenty years. For Campbell there has been no confusion of purpose. He has articulated Monroe's mission by word and by action throughout his tenure. The College catalog for 1984-86 will read the same as the first one in this regard. Within the context of this role, of course, there have been many changes at Monroe. Throughout it all, Campbell has provided guidance and direction. The impact of his leadership since assuming the Presidency is apparent. Today, twenty years after its founding, Monroe County Community College is a quality institution; and Dr. Campbell has had more than a small amount of responsibility for its excellence.

Notes

[1]Trustees' Minutes, 4 January 1965, in MCCC Archives.

[2]Ibid.

[3]Ibid., and Trustees' Minutes, 14 December 1964 in MCCC Archives. See also "College Committee Continues Screening for President," *Monroe Evening News*, 7 December 1964.

[4]Interview with Ronald Campbell, 25 April 1984, Monroe County Community College. Of no small concern to Campbell was the fact that his wife was not at home at the time. There were no "tomorrows," no return call possibiiities. Of course, the decision was agreeable to Mrs. Campbell.

[5]Trustees' Minutes, 4 January 1965, in MCCC Archives. Henry Ford Community College is governed by the Dearborn Public School System.

[6]Ibid. Campbell received his Ed.D from Wayne State University in March 1965.

[7]Ibid.

[8]Ibid.

[9]Ibid. See also "Dearborn Man Is Appointed College Head," *Monroe Evening News*, pp. 1, 14. Campbell's salary for the first year was $17,000. Interestingly, Campbell never made it to the first Board meeting he was scheduled to attend. A minor automobile accident in Taylor made him so late "that the meeting adjourned before his arrival." "College Chief Starts Tenure with a Bang," *Monroe Evening News*, 1 March 1965.

[11]Trustees' Minutes, 29 March 1965, in MCCC Archives.

[12]Trustees' Minutes, 21 June 1965, in MCCC Archives.

[13]Trustees' Minutes, 28 June 1965, in MCCC Archives.

[14]Interview with Ronald Campbell, 25 April 1984, Monroe County Community College.

[15]"Report of a Visit to Monroe County Community College," February 4-6, 1980, p. 4.

[16]Interview with Ronald Campbell, 25 April 1984, Monroe County Community College.

[17]"MCCC Sports Decision Supported by Trustees," *Monroe Evening News*, 13 June 1980, p. 3.

[18]"Senators Still Raw Over Talks By Red," *Monroe Evening News*, 15 February 1966.

[19]"308 Get Diplomas At Academy, CC," *Monroe Evening News*, 8 June 1969.

[20]"MCCC Observes Moratorium," *Monroe Evening News*, 16 October 1969. For a statement which undoubtedly reflected Board policy on these matters see comments by the Dean of Students, Justus Sundermann at the County Fair in 1970. "Fair-Goers Discuss Campus Unrest," *Monroe Evening News*, 13 August 1970.

[21]The Board's decision *not* to participate in the State Study on Campus Unrest and Student Disorder in 1969 did not represent a close-minded or ultra-conservative position on the issues. Rather, it reflected concern over input and "say-so" regarding the possible findings and recommendations. For the trustees, the important concern was local control. See Trustees' Minutes, 27 October 1969, in MCCC Archives, and "College Won't Join Unrest Study," *Monroe Evening News*, 28 October 1969.

[22]Trustees' Minutes, 28 October 1968, in MCCC Archives; Memo from Bob Leski, 15 May 1984, in MCCC Archives.

[23]Interview with Ronald Campbell, 29 June 1984, Monroe County Community College.

[24]Trustees' Minutes, 27 August 1973, in MCCC Archives.

[25]"College Faculty Resumes Protest," *Monroe Evening News*, 7 September 1973.

[26]Trustees' Minutes, 27 August 1973, in MCCC Archives.

[27]Trustees' Minutes, 22 October 1973, in MCCC Archives.

[28]Trustees' Minutes, 26 November 1973, in MCCC Archives.

[29]Trustees' Minutes, 24 February 1975, in MCCC Archives.

[30]Ibid., and Trustees' Minutes, 23 June 1975, in MCCC Archives.

[31]"Pressures Build In MCCC Talks," *Monroe Evening News*, 28 October 1975, p. 12A; and Trustees' Minutes, 27 October 1975 in MCCC Archives.

[32]Trustees' Minutes, 13 November 1975, in MCCC Archives.

[33]Report of a Visit, op. cit., p. 4.

[34]Memo from Lonnie Brunswick, 14 May 1984, in MCCC Archives.

[35]Memo from Debbie Bagnall, 18 May 1984, in MCCC Archives.

[36]Monroe County Community College Bulletin 1966-68, in President's Office, MCCC.

CONCLUSION

> In short, Monroe County Community College is your college, Mr. and Mrs. Citizen. You created it, you support it, you use it. That's why we're here, and that's why we operate with you in mind.
>
> Ronald Campbell, "Campus Notebook," *Carleton Messenger*, 17 March 1972

Monroe County Community College has been a successful experiment in community-based education. The citizens of the District demonstrated an interest in the project, completed a survey and established a college. The leadership at the institution built a campus, created a college and guided Monroe through some difficult times.

Monroe, of course, has been a people's College from its inception. It has been a resource for the community, as we have seen in many respects. Not only have programs and classes been provided for citizens, but entertainment and education in the broader sense have been made available to the community. The campus itself has been a setting for congregating and meeting. The spin-off effects of the development of the Raisinville site have provided Monroe citizens with better water, sewers, a bridge and a paved road.

Perhaps the most important resource offered by the College, however, has been its staff. As early as 1968, Monroe formed a "speakers' bureau" to reach out into the community. Various faculty and administrators have, through the years, volunteered their expertise and time in giving presentations to various groups throughout the county. More significant is the fact that the College brought talented and capable individuals into the area. Many of these people have melded into the community and have served Monroe in many capacities. Most of these activities have been "outside" any specific College mission. College staff have attended the churches, sat on the boards, claimed memberships in the service clubs and aided in the direction of numerous agencies in the Monroe vicinity. Indeed, a

complete listing of community involvement among College employees would take many pages.[1]

To be sure, the College has provided an entirely new dimension to life in Monroe County. The institution is so important that it has become a "familiarity of place and mind" in the area. It is now hard to conjure up the difficulties which attended its creation and the fragility of its early existence. Indeed, it is difficult to imagine the community without Monroe County Community College.

In truth, however, the College, as most other institutions, is built on shifting sands; and only the watchful eye of capable leaders and concerned citizens has insured its success. While there does not appear to be any immediate threat regarding fiscal support to the school, "money" promises to be a problem in the future. A continued decline in state support appears to be the current trend in funding. In the fiscal year 1970-71 for example, 36.3 percent of Monroe's budget was derived from state appropriations. For 1984-85 the figure is 19.8%. At present, local property taxes account for approximately 60 percent of the District's budget.[2]

If the people of Monroe County wish to insure a viable institution, it is certain that they will be called upon to pass new millages in succeeding years. There is also the question of an incomplete campus. Monroe County Community College has neither a physical education facility nor a performing arts center. The construction of both would prove an invaluable asset to the larger community. On May 1, 1988, and May 1, 1995, the College's building bond issues will expire; and perhaps at some point the voters of the District will opt to finish their endeavor.

Much of what has happened regarding Monroe County Community College can best be understood within the context of the larger American past. While unique in the particular, it is certain that the structure of Monroe's experience elicited national and regional themes. The community college movement of the 1960s, for example, was neither confined to Monroe County nor the State of Michigan. Perhaps the ultimate fortune of the College rests with the direction of events on a national level. Certainly the vitality of the U.S. economy will impact the institution's course.

In any event, we can expect that Monroe, as a "representative" community college, will remain at the cutting edge of educational issues and that good leadership will continue to deliver an invaluable service to the community. In many ways, Monroe County Community College will modify its appearance and its offerings in the

future. The challenge of keeping up with the latest technology and professions may be the most formidable task facing the institution.

> But truth would not be served by overplaying these changes. They are superficial. Who we are, what our goals are, how hard we are willing to work toward them, how we feel about each other and what we do—that is much the same now as [in the beginning].[3]

The mission of Monroe County Community College will remain the same, and it will continue to be a "people's institution."

Since the College opened its doors in 1966, nearly 33,648 citizens have registered for classes, 436 have received certificates for special programs, and 3,492 have graduated.[4] Without Monroe County Community College, it is certain that a large percentage of these people would not have pursued their education beyond the high school level. Monroe County would still rate very low in terms of its citizens' educational attainment. "Opportunity" best describes the role that the College has played in the larger community. Its job has been done well. With a bit of good fortune, the continued support of the citizens, and effective leadership, Monroe County Community College will remain a prime avenue of education and social mobility for its constituency.

Notes

[1]In the memo sent to people in putting together this study, I asked for some indication of their community involvement. The responses revealed contributions to the following groups and organizations: Altrusa, Kiwanis, Optimist and Exchange Clubs, and Sunday church memberships. Board memberships have included: Advisory Board for Monroe Retired Senior Volunteer Program, United Way, Monroe County Mental Health, Monroe County Historical Commission, Arthur Lesow Community Center, M.C.O.P., Monroe County Industrial Development Corporation, Monroe County Chamber of Commerce, Y.M.C.A., Monroe County Selective Service, Monroe County Planning Commission, Monroe County Environmental Action Committee, Planned Parenthood League, Monroe County Career Planning District, Monroe City-County Fine Arts Council, Tawanka Council of Camp Fire, Inc., Monroe Recreation Advisory Committee, Mercy-Memorial Advisory Board, J.T.P.A. Advisory Board, and the Monroe Retired Citizens Advisory Program. Of course this listing just begins to touch the surface. College people have worked for the Fair Board, coached little league, been 4-H umpires and leaders, facilitated the Wo/Men's conference and T.A.G. program, helped organize Michigan Week activities, aided the Boy Scouts, and touched base with the community in a myriad of ways.

[2]Memo from Tim Bennett, 27 May 1984, in MCCC Archives.

[3]Memo from Dan Metzger, 18 May 1984, in MCCC Archives.

[4]Memo from Larry Wilson, 10 July 1984, in MCCC Archives.

Board of Trustees — 1984

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Monroe County Community College adheres to a policy of equal opportunity in education and employment without regard to race, color, national origin or ancestry, creed, sex, age or marital status. This policy also applies to otherwise qualified handicapped individuals and extends to all programs and activities sponsored by the College.

ERIC Clearinghouse for Junior Colleges
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